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U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

JULIA C. LATHROP, Chief

LAWS RELATING TO
“MOTHERS' PENSIONS”

IN

THE UNITED STATES, CANADA,
DENMARK, AND NEW ZEALAND

Compiled by
LAURA A. THOMPSON



LEGAL SERIES No. 4
Bureau Publication No. 63



WASHINGTON
GOVERNMENT PRINTING OFFICE
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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, November 8, 1919.

SIR: Herewith I transmit a compilation of laws relating to "mothers' pensions" in this country, and in Canada, Denmark, and New Zealand. This is a revision of the report on the same subject submitted on March 20, 1914, with the addition of Canadian legislation.

To meet the urgent demands at present existing for the material presented in this publication it was hurried through the press without the customary careful checking in manuscript which all bureau publications receive.

The preparation of this report is the work of Miss Laura A. Thompson, librarian of the department.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

LAWS RELATING TO MOTHERS' PENSIONS.

INTRODUCTION.

HISTORY OF "MOTHERS' PENSION" LEGISLATION IN THE UNITED STATES.

The earliest of the laws providing for the care of dependent children in their own homes out of public funds was that of Missouri, approved April 7, 1911, which provided for an allowance to mothers "whose husbands are dead or prisoners, when such mothers are poor and have a child or children under the age of 14 years." This law went into effect in June, 1911. By a population limitation it was made applicable only to Jackson County, in which Kansas City is situated. In the same year, following upon the report of a municipal commission on delinquent, dependent, and defective children in St. Louis, a law was passed whereby St. Louis was given power to establish by city ordinance a board of children's guardians, with authority to board out children to their own mothers. Such an ordinance was passed by St. Louis in July, 1912.

In Illinois, in the same year, a similar but more comprehensive "funds to parents act" was passed on June 5, 1911. This law, which went into operation on July 1, 1911, provided that—

If the parent or parents of such dependent or neglected child are poor and unable to properly care for the said child, but are otherwise proper guardians and it is for the welfare of such child to remain at home, the court may enter an order finding such facts and fixing the amount of money necessary to enable the parent or parents to properly care for such child, and thereupon it shall be the duty of the county board, through its county agent or otherwise, to pay to such parent or parents at such times as said order may designate the amount so specified for the care of such dependent or neglected child until the further order of the court.

The next State to legislate on the subject was Colorado, which adopted by popular vote the "mothers' compensation act," submitted by petition at the November election in 1912. This law, which followed in general the provisions of the Illinois funds to parents act, became effective, upon proclamation of the governor, on January 22, 1913.

For many years the State of California, under section 22 of article 4 of the constitution, had allowed to institutions \$100 per year for the care of dependent orphans, and for dependent half orphans and abandoned children the sum of \$75 per year. Prior to 1913, in the absence of any law specifically authorizing grants from public funds

for the maintenance of dependent children in their own homes, such aid was being given in San Francisco, Los Angeles, and elsewhere under a liberal interpretation of section 21 of the juvenile court act, which permitted the court, in the order providing for the care of a dependent or delinquent child, when the parent was unable to pay for the maintenance of such child, to direct that an amount not exceeding \$11¹ a month be paid out of the county treasury. Wherever it seemed desirable, the private charitable organizations which accepted the commitment of the children permitted them to remain in their own homes, giving to the mother the amounts ordered by the court. Semi-annually the counties then made demand on the State for the amounts expended in behalf of half orphans within the limits prescribed by section 22 of the constitution.

In Wisconsin, also without definite State enactment, the practice of granting public aid to needy mothers for the care of children in their own homes had been started in Milwaukee County under a resolution of the county board of March 26, 1912, which set aside a special fund of \$5,000 to be used under the supervision of the juvenile court of Milwaukee in giving financial assistance to the families of dependent and neglected children, instead of committing the children to the Milwaukee County Home for Dependent Children.

In several of the States compulsory education laws had made provision for furnishing books and clothing to needy children to enable them to attend school. The laws of two of these States, Michigan and Oklahoma, went further in providing, in addition, for the payment of money for the support of the children. The Michigan law, passed April 29, 1911, authorized the payment from school funds of a sum not exceeding \$3 a week per child (with a limit of \$6 a week for any one family) to enable children of indigent parents to attend school. The Oklahoma law, first enacted April 10, 1908, provided for a "school scholarship" equivalent to the earnings of the child to be paid by the county, upon recommendation of the school authorities, to children of widowed mothers when the earnings of such children were regarded as necessary to the support of the mother.

Interest in the matter of aiding mothers with dependent children in some better way than by the older forms of poor relief or the uncertainty of private charity, which had been steadily growing since the White House Conference on the Care of Dependent Children in 1909, was greatly stimulated by the publicity given these new, so-called "mothers' pension" laws, and agitation for their adoption in other States spread rapidly. In 1913, out of 42 State legislatures in session, 27 had before them bills providing for the support of dependent children in their own homes out of public

¹ Increased to \$20 in 1919.

funds. Illinois completely revised its law of 1911, incorporating into the new act the regulations found necessary in the administration of the law during the first year and a half of operation, while Missouri extended the provisions of its law to include women whose husbands were in insane asylums or in the State colony for the feeble-minded. California authorized the payment of the State subsidy for the maintenance of half orphans in their own homes, together with a like amount out of local funds; Wisconsin provided for aid to mothers of dependent children in all the counties of the State and made a State appropriation to meet half of the expense; Oklahoma reenacted the "school-scholarship" provision in its revised school law; in Idaho, Iowa, Massachusetts,¹ Michigan, Minnesota, Nebraska, Nevada, New Hampshire, New Jersey, Ohio, Oregon, Pennsylvania, South Dakota, Utah, and Washington new laws were passed and commissions to study the question of mothers' pensions provided in California and New York. In six other States—Arizona, Connecticut, Indiana, Kansas, North Dakota, and Tennessee—bills were under consideration but failed of passage.

In Arizona, at the November election of the following year, an old-age and mothers' pension law was adopted by popular vote. The law was, however, very loosely drafted and made the pension system hinge on the abolishment of all the almshouses of the State. It was held to be invalid by the State supreme court in 1916. In its decision the court touched upon mothers' pensions only to the extent of stating that it could not sustain an act requiring the support by pensions of mothers with dependent children, regardless of their financial condition. A new law was passed in 1917.

In 1915 the subject of aid to mothers was again very prominently before State legislatures. Seven States—Kansas, Montana, New York, North Dakota, Oklahoma, Tennessee, and Wyoming—enacted laws for the first time. Existing laws were completely revised in Nebraska, Nevada, New Hampshire, Washington, and Wisconsin, while amendments of varying degrees of importance were made in Idaho, Illinois, Michigan, New Jersey, Ohio, Oregon, Pennsylvania, South Dakota, and Utah. Nebraska, in its revised law, simplified the procedure for granting aid by permitting the parent to make application directly to the court (the old law of 1913 had required the child to have been first declared "dependent"). New Hampshire placed the administration of the aid entirely upon the school authorities, whereas previously it had been administered by the county commissioners upon the recommendation of the school board of the district, a divided responsibility which was found in practice to be unsatisfactory. Washington, in its revised law, excluded de-

¹ Massachusetts had in 1912 appointed a commission on the support of dependent children of widowed mothers, which made its report in 1913.

serted wives from the benefits of the act and increased the residential requirements from one to three years. The amendment adopted in Pennsylvania provided for State supervision of the work of the county boards of trustees through a State supervisor of mothers' pensions in the State board of education. Other changes made benefited additional groups of mothers in Idaho and Michigan and increased the amount of aid possible for the families in Illinois and Wisconsin. In two States, Florida and Indiana,¹ provision was made for commissions to investigate the subject of mothers' pensions.

Only one State, Maryland, adopted a mothers' aid law in 1916. Much dissatisfaction was felt by the friends of this measure because the provision for a special board of mothers' relief for Baltimore was amended in the Senate to permit the mayor and city council of Baltimore to devolve the duties of such board upon the supervisor of city charities. Action to this end was taken in November. In the meanwhile, the omission of the words "on the dollar" in the tax provision, as well as other ambiguities, led the city solicitor of Baltimore to give an opinion to the city that the law was not valid. Suit was brought against the city to test its validity but has not been pressed. In New York, in the same year, the child welfare law of 1915 was so amended as to eliminate the commissioner of public charities from the Board of Child Welfare in New York City, in order, as it was declared, to remove "the taint of poverty" from the administration of the aid to mothers.

In 1917, governors' messages brought mothers' pensions to the attention of the State legislatures of Colorado, Kansas, Maine, and Washington. The legislative activity of the same year added Alaska, Arizona,² Arkansas, Delaware, Maine, Texas, and Vermont to the list of States which had provided in some form for the care of dependent children in their own homes. In addition, the State-wide law for Missouri drafted by the children's code commission of that State was passed without change. This act did not disturb the existing arrangements already described for granting aid in Jackson County and in the city of St. Louis. Revisions of existing laws were made in Kansas, Minnesota, Montana, Oregon, South Dakota, and West Virginia. The revised law of Minnesota, drafted by the Minnesota Child-Welfare Commission, provided for supervision by the State board of control, for State aid to the extent of one-third the amount expended by the counties, and for assistance in administering the aid from the county boards of child welfare created by another act. In Wisconsin, also, provision was made for county boards of child welfare to assist the juvenile court judges in administering the law. Amendments raising the age limits of the

¹ Commission never appointed in Indiana.

² New law to take place of act declared unconstitutional in 1916.

children who might be aided were made in California, Iowa, Minnesota, and Montana, while other amendments increased the maximum allowance per child in Minnesota, Montana, and Nevada.

In 1918 only one new law was adopted, that of Virginia, but in 1919 mothers' pension laws were again under consideration in a number of States. Laws were adopted for the first time in Connecticut, Florida, and Hawaii, while in Indiana an amendment was made to the board of children's guardians law definitely authorizing the county boards to board with their own mothers the dependent children committed to the care of the board by the juvenile courts. Agitation in Indiana for a mothers' pension law, similar to those of other States, had been met with the claim that the boards of children's guardians already had the necessary power to aid mothers to care for their own children. Complete revision of existing laws were made in Nebraska, Pennsylvania, and Utah, and amendments adopted in a number of other States. The new Pennsylvania law provided more liberal grants for the children, including now unborn children, and made the residence requirements less rigid; that of Utah transferred the authority to grant aid from the juvenile court in Salt Lake City to the county commissioners. Amendments in Illinois and Ohio increased the amount of the special taxes which might be levied to provide funds for paying allowances, while in Colorado a supplementary act passed which had the same purpose. The amount of State aid was increased from \$75 to \$120 a year in California, and additional powers of supervision were given to the State board of control. Increased allowances were made also in Delaware, and the age limit of the children was raised in Maine, South Dakota, and Utah. In Washington any mother with dependent children was made eligible for aid.

By the close of the legislative sessions of 1919 "mothers' pension" laws had been adopted in 39 States and in the territories of Alaska and Hawaii. In the remaining nine States—all of which, with the exception of Rhode Island, lie in the South—bills have been under consideration in at least five. In North Carolina a law adopted in 1919 provides for aid not exceeding \$10 a month to enable indigent children to attend school. It is limited, however, to children of school age, and since it applies to these only during the compulsory school term it can not, therefore, be properly regarded as a "mothers' pension" law.

SUMMARY OF THE LAWS OF THE VARIOUS STATES.

The purpose underlying all these laws is that of preventing the breaking-up of the home when, on account of death or disability, the support of the natural breadwinner of the family is removed. But

home. In Arkansas, Idaho, Illinois, Maryland, Missouri, Montana, Nebraska, Nevada, New Hampshire, North Dakota, Ohio, Oklahoma, South Dakota, Tennessee, Utah, Washington, West Virginia, and Wyoming it is made conditional that the child or children be living with the mother and that she shall not work regularly away from home. In South Dakota she may not be absent for work more than one day a week; in Illinois, Maryland, Minnesota, Montana, Nebraska, Ohio, West Virginia, and Wyoming the amount of time is left to the discretion of the administrative agency.

Residence and citizenship.—In South Dakota and Wisconsin (in counties under 300,000 population, six months' residence in the county and one year in the State is required. In Arizona, Arkansas, Hawaii, Missouri (except Jackson County and St. Louis), Montana, Nevada, North Dakota, Wisconsin, and Wyoming (in counties of 300,000 or over population) one year's residence in the county is required, combined in Minnesota, Pennsylvania, and Tennessee (in counties covered by 1915 law) with two years' residence in the State; in Oregon and Washington, with three years' residence in the State, and in Florida with four years' residence in the State. In California (unless the child is born in State), Idaho, Kansas, Missouri (Jackson County), Nebraska, New York, Ohio, Oklahoma, Tennessee (in counties covered by 1919 law), and Utah two years' residence in the county is required, combined in Virginia with three years' residence in the State and in Texas with five years' residence in the State. In Illinois and Maryland three years' residence in the county is required, combined in West Virginia with five years' residence in the State.

New Jersey requires a residence of five years in the county. A few of the States require only State residence—two years in New Hampshire; three years in Delaware and Massachusetts; residence with no legal settlement elsewhere in Connecticut; legal settlement or five years' residence in Maine. In Arizona, Illinois, New York, and Wyoming the husband must have been a resident of the State at the time of his death or when he became incapacitated. In Arizona, Arkansas, Montana, New York, Oregon, Tennessee (in counties covered by 1919 act), and West Virginia the applicant must be a citizen of the United States; in Minnesota she must be a citizen, or she or her husband must have made declaration of intention to become a citizen; in Illinois, though not a citizen, the mother may be given aid for her American-born children if she has made application for citizenship papers or declared her intention to become a citizen.

Other conditions.—Several of the States have made other special conditions. Oregon, Utah, and Wisconsin require the mother to make monthly reports to the court or commissioners. Oregon does

not allow aid to be continued during any term of absence from the county, unless such absence is with the consent of the court. When aid is granted to a mother whose husband is permanently incapacitated by reason of physical or mental infirmity, Illinois, Nebraska, and Oregon give discretion to the court to order his removal from the home when his presence there is a menace to the physical or moral welfare of the family. Oregon and Utah do not permit aid to be given if older children in the family or persons not of the immediate family of the applicant, living with her, are not contributing their proportionate share of the household expenditure. West Virginia does not permit the mother to have any adult person, not a member of her family, living with her.

Age of child.—The maximum age up to which an allowance may be made for a child is 13 years in West Virginia (may be extended to 16 years if child is ill or incapacitated for work); 14 years in Delaware, Illinois, Maryland, Massachusetts, Missouri (Jackson County and St. Louis), Nebraska, North Dakota, Oklahoma, Wisconsin, and Wyoming (may be extended to 16 years if child is ill or incapacitated for work, in Illinois, Maryland, Nebraska, and Wisconsin); 15 years in Arkansas, California, Idaho, Nevada, Tennessee (in counties covered by 1919 law), and Washington; 16 years in Arizona, Colorado, Connecticut, Florida, Indiana (for boys), Iowa, Kansas, Maine, Minnesota, Missouri (except Jackson County and St. Louis), Montana, New Hampshire, New Jersey, New York, Oregon, Pennsylvania, South Dakota, Tennessee (in counties covered by 1915 law), Texas, Utah, and Virginia; and 17 years in Alaska, Michigan, and Indiana (for girls).

Amount of allowance.—In Colorado, Hawaii, Maine, Massachusetts, and New York no maximum is set, but the amount must be sufficient to care properly for the child, with the restriction in New York that it may not exceed what it would cost to care for the child in an institutional home. The maximum allowance per child is \$2 a week in Iowa and Vermont, \$3 a week in Michigan, and \$3.50 a week in St. Louis (may be increased temporarily on account of exceptional conditions). It is \$9 a month for one child, \$14 for two children, and \$4 for each additional child in New Jersey; \$9 a month for one child and \$5 for each additional child in Delaware (may be temporarily increased in case of sickness); \$10 a month for each child in Nebraska; \$10 a month for one child and \$5 for each additional child in Arkansas, Idaho, Missouri (Jackson county), New Hampshire, Oklahoma, and Tennessee; \$10 a month for one child and \$7.50 for each additional child in Oregon; \$12 a month for one child, \$18 for two children, and \$4 for each additional child in Texas and Virginia; \$12 a month for the oldest child, \$10 for next oldest, and \$6 for each additional child in Maryland; \$15 a month

for each child in North Dakota; \$15 a month for one child and \$5 for each additional child in Washington and West Virginia; \$15 a month for one child and \$7 for each additional child in Ohio and South Dakota; \$15 a month for one child and \$10 for each additional child in Alaska, Illinois, Minnesota, and Wisconsin; \$15 a month for first child, \$10 for second, and \$5 for each additional child in Montana (\$20 if only one child); \$16 a month for one child and \$8 for each additional child in Missouri (except Jackson County and St. Louis); \$20 a month for one child and \$10 for each additional child in Pennsylvania and Wyoming; \$20 a month for first child, \$15 for second, and \$10 for each additional child in Arizona; \$25 a month for first child and \$8 for each additional child in Florida; and \$25 a month for one child and \$15 for each additional child in Nevada. In California, the State grant is \$10 a month for each child with a grant of equal amount possible from the city or county. In Connecticut no maximum per child is set, but the maximum amounts which may be allowed for food, clothing, and fuel for children of different ages in determining the family budget is fixed in the law. In Indiana the maximum legal allowance for a dependent child is 60 cents a day for a child under five years and 50 cents for a child over five. In several of the States a limit is set to the aid that may be given any one family. This limit is fixed at \$25 in Kansas and West Virginia; at \$40 in Maryland, Missouri (except Jackson County and St. Louis), Oregon, Utah, and Wisconsin (in counties under 300,000 population); at \$50 in Montana, Nebraska, and Wisconsin (in counties of 300,000 population or over); at \$55 in Nevada; and at \$60 in Arizona and Illinois.

ADMINISTRATION.

Agency granting aid.—The law is administered by the juvenile court or some other county court with similar functions in Arkansas, Colorado, Idaho (probate court), Illinois, Iowa, Michigan, Minnesota (may be assisted by county boards of child welfare), Missouri (Jackson County), Montana, Nebraska, New Jersey (common pleas), North Dakota, Ohio, Oklahoma, Oregon, South Dakota, Tennessee, Washington, West Virginia, and Wisconsin (may be assisted by county boards of child welfare); by the county commissioners in Florida (upon advice of school board), Kansas, Maryland (except in Baltimore), Missouri (except Jackson County and St. Louis, and only until county boards of public welfare are established), Nevada, Texas, Utah, Virginia (board of supervisors in counties, councils cities), and Wyoming; by county supervisors in California (welfare bureau in San Francisco); by boards of children's guardians in Alaska, Indiana, and the city of St. Louis; by local boards of welfare in Arizona, Hawaii, and New York; by municipal boards

mothers' aid under supervision of a State board of mothers' aid in Maine; by city or town overseers of the poor in Massachusetts; by an unpaid board of women trustees, appointed by the governor in each county, in Pennsylvania. In Connecticut the aid is granted by a State agent in the office of the State treasurer, upon recommendation of "executive officers" of the municipalities and the county commissioners; in Delaware, by a State mothers' pension commission; in New Hampshire, by the State board of education; in Vermont, by the State board of charities and probation.

State supervision.—In California supervisory powers are given to the State board of control; which can appoint a State children's agent and assistants with an unpaid advisory committee of three persons in each county; in Maine all applications must be passed upon by the State board of mothers' aid; in New Jersey, all cases granted aid are under the supervision of the State board of children's guardians, which also makes the original investigation; in Pennsylvania, a State supervisor of mothers' pensions in the State board of education has supervision of the work of the county boards of trustees. In Massachusetts certain supervisory powers are given to the State board of charity; in Minnesota and Wisconsin, to the State board of control. In New York, the work of the local boards of child welfare is subject to the general supervision of the State board of charities though no State grant is made. In Connecticut, Delaware, New Hampshire, and Vermont the aid is given through State authorities.

Source of funds.—In a little over one-fourth of the States, part of the funds for carrying out the provisions of these laws are provided by the State. In California reimbursement to the extent of \$120 a year for each half orphan is made to local authorities by the State; in Connecticut, Massachusetts, Minnesota, and Wisconsin one-third of the cost is borne by the State, while in Delaware, Maine, Pennsylvania, and Vermont the proportion is one-half. In Pennsylvania and Wisconsin the amount reimbursed by the State must come within the limits of the appropriation, which is apportioned to the counties according to their population. In Maryland, New Hampshire, and New Jersey State appropriations are made to cover cost of administration. In Alaska the allowances are paid by the territorial treasurer from the appropriation for the care of dependent children. In eight of the States, where the funds are provided entirely by the county, special taxes are levied to create funds for the purpose. In Colorado this tax may not exceed one-eighth of a mill on the dollar of taxable property; in Florida, one-half of a mill; in Illinois, 1 mill on the dollar in counties of 300,000 or less population and four-tenths of a mill in counties over 300,000; in Maryland, one-tenth of a mill; in Nebraska, three-tenths of a mill; in Ohio, one-fifth of a mill; in South Dakota, one-sixth of a

mill; in Tennessee (in counties covered by 1919 law), 2 mills on the dollar. In the other States the allowances are paid from the general funds of the county, except that in Oklahoma, Tennessee, and Utah a definite limit is placed on the amount to be appropriated by the county authorities.

Penalty for fraud.—In more than half the States penalties are provided for procuring or attempting to procure an allowance fraudulently. In a few States it is made a misdemeanor subject to the usual penalties; in a number of other States a specific fine is mentioned, varying from \$5 to \$500, or imprisonment from one month to a year, or both fine and imprisonment.

TREND OF THE LEGISLATION IN THE UNITED STATES.

It is apparent from the wide variations in these laws and the frequent changes which have been made in them that they are still in the experimental stage. The rapid growth of the movement in so brief a period of years is indicative of a widely held and deeply rooted conviction that home life and a mother's care are of such great value to the proper rearing of children that no child should be deprived of their benefits on account of poverty alone. But the method by which these are to be assured for all children has not yet been fully worked out. Some of the most ardent supporters of the "mothers' pension" laws do not regard them as an ultimate attainment but rather as an intermediate development which will in time, in large measure at least, give place to some more democratic scheme of social insurance.

Early discussions of the subject of "mothers' pensions" were largely concerned with the question as to whether public or private agencies could best do the work of aiding the mother with dependent children. At the present time, so rapidly has general opinion crystallized in favor of public provision by the adoption of laws in over three-fourths of the States, interest is almost entirely centered in problems of administration. Two of the problems which are particularly pressing are the inequality of the operation of the laws, not only between States but within the boundaries of the same State, and the inadequacy of the machinery for supervision and investigation. A distinct tendency may be noted in the laws in the direction of State supervision, and with this a measure of State aid, in order to secure uniformity in standards of administration. In about a fourth of the States some form of State supervision or control is now provided, though in a few of these it is still only perfunctory. Efforts to secure amendments providing State supervision were made by Illinois and Ohio in 1919 but did not meet with success.

In general it may be said that the newer laws and more recent amendments, with a few exceptions, are in the direction of making

more liberal allowances and of raising the age limits of the children who may be aided, to keep pace with advances made in child-labor and compulsory-education laws. But in many of the States the grants are still utterly inadequate to maintain a decent standard of family life, particularly in view of the greatly increased cost of living. Perhaps no problem connected with the mothers' aid laws is more pressing at present than that of providing more adequate grants—if the end sought by the laws is to be attained. In some of the States the difficulty lies not so much with the legal limit as with the local appropriations and with the administration. The grants actually made in the majority of the States fall far below the amounts possible under the laws, as will be seen in the reports noted in the bibliography appended. In a few of the States, efforts to provide increased appropriations by increasing the tax levy or to provide by law for a special tax have been successful.

MOVEMENT IN CANADA.

The first legislative step for mothers' pensions in Canada was taken in 1916, when the Manitoba Legislature passed the mothers' allowances act (the term which seems to be most favored in Canada). Saskatchewan followed suit in 1917 and Alberta in 1919. Similar legislation is under consideration in British Columbia, Nova Scotia, and Ontario. Resolutions favoring mothers' pensions in all the provinces have been passed by the Trades and Labor Congress, by the Social Service Council of Canada, and by various provincial social welfare organizations.

In all three Provinces the aid is granted by the provincial authority, which in Manitoba is a special commission; in Alberta and Saskatchewan, the superintendent of neglected and dependent children. The allowances are paid from the funds of the Province, which then makes a levy on the municipalities for part of the cost. The maximum amount of aid is fixed by law at \$3 per week for each child in Saskatchewan, but in Alberta and Manitoba the amount given is left to be determined by the family's needs. The greater flexibility of the general provision to meet advancing cost of living is shown by the grants made by the Manitoba commission in May 1919, when the average city allowance paid per family was \$61 a month and the average country allowance \$49.16 a month,¹ averages which much exceed the amounts paid in communities of the same size and general conditions in the United States.

THE DANISH AND NEW ZEALAND WIDOWS' PENSION LAWS.

The laws of both Denmark and New Zealand, while having the same general purpose as the laws of the various American States, illustrate somewhat different methods of dealing with the problem.

¹ Labour Gazette (Canada), June, 1919, p. 715.

Under the Danish law, which became effective January 1, 1914, every widow who is the mother of a child or children under 14, whose property and income is less than a certain amount, proportionate to the size of her family, is entitled to a public grant toward the support of such children. The amount of the allowance is graduated by the age of the children, the highest rate being paid for children under 2 years of age. In exceptional circumstances, the aid may be extended until the child is 18 years old. Certain requirements are made as to the fitness of the mother and the home conditions. The aid is expressly stated to be nonpauperizing and its continuance is made conditional upon the mother's keeping off the poor relief. Half the expense of the aid is borne by the State, the remainder by the commune in which the widow has permanent residence. To meet the high cost of living the grants were increased, by an amendment adopted March 4, 1918, by the addition of 50 per cent of the former amount, effective during the calendar years 1918 and 1919.¹ Under the amendment of 1918, also, the aid may now be continued after the mother's death to the guardian of the child and may be given for the support of children of widows who were not receiving aid at the time of death but who were eligible for it. This provision is extended also to the children of widowers who at the time of their death met the same conditions.

The New Zealand law, which went into operation January 1, 1912, provides a pension for any widow of good moral character with dependent children under 14 years of age. (Extended in 1912 to include also wives of inmates of insane hospitals.) The law, while general in terms, is made to apply only to those who need assistance by providing for the deduction from the pension of £1 for every pound by which the widow's income exceeds a certain amount. The aim, as in the Danish law, is to prevent destitution instead of making this condition a requirement for the granting of assistance. In 1913 the administration of old-age, widows', and military pensions was brought under one department, and a law consolidating all existing pension legislation, together with amendments, was adopted as the pensions' act 1913. As in the case of other pensions, applications are made to the registrars of pensions and are granted or refused upon hearing before a magistrate. Each grant is for a period of 12 months, at the end of which time the circumstances of the pensioner are again reviewed. The whole expense of the pensions is borne by the state and payments are made monthly through the post office. Upon the death of the widow, application may be made for continuance of the pension to the guardian of the children.

¹ Met in earlier years of the war by cost of living bonuses from the communal authorities.

As in Denmark, special provision was made to meet the increased cost of living in the finance act 1917, which doubled the amount of the pensions granted for each child, to be in effect during the war and 12 months afterwards. In the old-age section of the pensions act an additional pension is granted to an old-age pensioner who has children under 14 years of age dependent upon him or her for support. The national provident fund of New Zealand, passed in 1910, a year before the widows' pension act, also makes special provision for the support of dependent children by providing for the payment, on the death of a contributor, of a weekly allowance to the widow so long as any child is under 14 years of age, due after contributing for five years.

LAWS RELATING TO "MOTHERS' PENSIONS" IN THE UNITED STATES.

ALASKA.

[Laws 1917, ch. 16]

AN ACT to amend chapter 32 of Alaska session laws for the year 1913, entitled "An act to establish juvenile courts, to provide for the care of dependent children, to create children's guardians in Alaska, and for other purposes."

SEC. 6. That the said board of children's guardians shall be the legal guardians of all children committed by the juvenile courts as hereinbefore provided, and shall have full power to board them in private families, or in institutions willing to receive them; to bind them out or apprentice them; or to give them in adoption to foster parents.

Whenever a white child is brought before a juvenile court and it appears upon the examination that the mother thereof is a widow, or that her husband is either divorced, an inmate of some penitentiary or insane asylum, or crippled to such an extent as to be unable to work for a living, and it further appears that the mother has no other means of supporting the child except by her earnings and is unable to properly support such child, and that she is a fit and proper person to have the custody of such child, the judge of said court shall report the facts of the case to the board of children's guardians, who shall proceed to further examine into the matter, and shall have the power and authority to award to the mother of such child a monthly allowance of not more than fifteen dollars (\$15) for a single child and ten dollars (\$10) additional for each additional child, which shall be paid by the treasurer of Alaska out of the funds appropriated for the care of dependent children on warrants drawn by the board of children's guardians and approved by the governor.

The allowance herein provided shall not continue for more than one year, unless the same is renewed after reexamination into the circumstances of the beneficiaries by the judge of the juvenile court in conjunction with the board of children's guardians.

Approved April 30, 1917.

The juvenile court act of 1913, of which this is an amendment, provides for the creation in each of the three judicial divisions of Alaska of a board to be known as the board of children's guardians, composed of the judge of the district court and United States marshal of the division and one woman citizen, to be appointed by the governor and to serve without compensation. (Laws 1913, chap. 32 §5) Section 2 of the act, as amended 1917, gives the court jurisdiction of children under 17 years.

ARIZONA.

[Laws 1917, ch. 70¹]

AN ACT To provide for the establishment of local boards of child welfare empowered to grant relief to children of widowed mothers.

Be it enacted by the Legislature of the State of Arizona:

SECTION 1. *County boards of child welfare.*—Provision is hereby made for the appointment of local boards of child welfare, which, subject to the provisions of this act and through the vote of public moneys by local authorities for such purpose, shall be empowered to grant allowances to widowed mothers with one or more children under the age of sixteen years in order that such children may be suitably cared for in their own homes by such mothers: *Provided always*, That such allowances shall be made only when the mothers are suitable persons mentally and morally to bring up their children properly and require aid to enable them to do so.

SEC. 2. *Appointment.*—Within sixty days after the passage of this act the judge of the superior court of each county shall appoint a board of child welfare for such county, and the clerk of the board of supervisors shall be secretary ex officio of such board.

SEC. 3. *Membership.*—Where the appointment of the board of child welfare is to be made by the judge of the superior court as herein provided, such judge of the superior court shall appoint a board of child welfare composed of seven members, with the county superintendent of the poor of the county or other officer exercising the duties of county superintendent of the poor, a member ex officio of such board. The said judge of the superior court shall also appoint as members of such board, a representative each of the public schools, and the public health authorities and of the juvenile court, or in case there be no juvenile court, of the superior court, in such county. He shall also appoint three additional members of said local board of child welfare, two at least of whom shall be women. The judge of the superior court shall appoint the members of the said board of child welfare, with the exception of the county superintendent of the poor or other officer exercising like powers in the county who shall continue to serve during his entire term of office, for definite terms of six years each: *Provided, however*, That the places occupied by the representatives of the public school and the public health authorities as well as the representatives of the juvenile court or the superior court, shall become vacant upon their retirement from such public school, public health or court work, whereupon the vacancy so created shall be filled

¹ The Initiated old-age and mothers' pension act adopted in 1914 was declared unconstitutional by the Arizona Supreme Court in 1916. (State board of control v. Buckstegge, 158 Pacific Reporter, 837.) The law which was loosely drafted made the pension system hinge on the abolishment of all almshouses. The court in its decision touched upon mothers' pensions only to the extent of stating that it could not sustain an act requiring the support by pensions of mothers of dependent children regardless of their financial condition.

for the balance of the term by some other representative of such authorities: ~~and further provided~~, That the judge of the superior court shall appoint the ~~original~~ members of the board of child welfare, except the county superintendent of the poor or other officer exercising like powers in the county, for one, ~~two~~, three, four, five, and six years, respectively, and shall thereafter when their terms expire appoint them or their successors for terms of six years ~~each~~. In the event of a vacancy occurring before the expiration of a term of a ~~member~~, the appointment to fill such vacancy shall be for the balance of the ~~term~~.

SEC. 4. Expenses.—The members of the board of child welfare, as herein provided shall receive no compensation for their services as members of such ~~board~~, but shall be allowed the necessary expenses incurred by them in the ~~discharge~~ of their official duties.

SEC. 5. Allowance to widowed mothers—Conditions.—The said boards of ~~child~~ welfare shall in their discretion have authority and be empowered to grant an allowance to any dependent widow resident in the county wherein she ~~applies~~ for an allowance, provided such allowance be approved by the board of supervisors of said county, who is of good habits and character, and is at the ~~time~~ of such application for an allowance the mother of one or more children under the age of sixteen years, living with and dependent upon her, provided such widow is a citizen of the United States and has been a resident of the county where the application for an allowance is made for a period of one year immediately preceding such application, and whose husband was a citizen of the United States, and a resident of the State of Arizona at the time of his death, such allowance may by a majority vote of all its members, duly entered upon the minutes of any regular or special meeting of such board, be granted, directly by the said board of child welfare, subject to the approval of the board of supervisors of the county, through its duly appointed visitors, agents, or other representatives. Before aiding any mother to care for her children at home, the board of child welfare shall determine that the mother is a suitable person to bring up her own children and that aid is necessary to enable her to do so.

SEC. 6. Amount of allowance—Application.—The allowance made to such widowed mother shall not exceed \$20 per month when such mother has but one child under the age of sixteen years, and if she has more than one child under the age of sixteen, the allowance shall not exceed \$15 per month additional for the second child, and \$10 per month additional for each such other child. *It is further provided*, That in no event shall the allowance granted to any one mother and her children exceed the sum of \$60 per month. The allowance granted by the said board shall be paid out of any moneys appropriated by the local authorities empowered by law to appropriate moneys for such purposes, or as provided by law for meeting prospective deficiencies in the expenses of any county. Applications for allowances may be made directly to any member of the board, or through the public school which the children of the applicants for allowances are attending. A full and complete record shall be kept in every case coming either directly or indirectly within the jurisdiction of the said department.

SEC. 7. Duties of boards of child welfare.—Each of said boards of child welfare shall:

1. Meet and organize within ten days after appointment, and fix the dates for its meetings, which shall be held at least monthly.
2. Elect a chairman who shall hold office subject to the pleasure of the board.
3. Establish an office.

4. Establish rules and regulations for the conduct of its business, which rules shall provide for the careful investigation of all applicants for allowances and the adequate supervision of all persons in receipt of allowances. Such rules shall further provide that no grant of an allowance shall be made by the board for a longer period than six months without renewal by the said board and that reports shall be filed at least quarterly by the agents, visitors, or representatives of the board with respect to the families in receipt of allowances granted by the said board.

5. Report annually in detail, to the board of supervisors, the result of their transactions for the preceding fiscal year, with such conclusions and recommendations as may be deemed wise and expedient.

6. Submit annually to the proper fiscal authorities an estimate of funds required to carry out the purposes and intent of this act.

SEC. 8. *County supervisors to provide funds.*—The boards of supervisors of the several counties affected by this act shall appropriate in each year such sum or sums as, in their judgment, may be necessary to carry out the provisions of this act. In the case of the counties affected by this act all the expenses for administration and relief shall be paid by the respective county.

SEC. 9. *When act takes effect.*—This act shall take effect October first, nineteen hundred seventeen.

Approved March 19, 1917.

ARKANSAS.

[Laws 1917, ch. 326.]

AN ACT To provide partial support for needy mothers of children under fifteen years of age, dependent upon such mothers.

Be it enacted by the General Assembly of the State of Arkansas: **SECTION 1. Jurisdiction.**—That the juvenile court, or where there is no juvenile court, the county court in the several counties in the State, shall have original jurisdiction in all cases coming within the terms of this act.

SEC. 2. Application for relief.—A woman whose husband is dead, permanently deserted, or incapacitated for work by reason of physical or mental infirmities, or whose husband is a prisoner, confined in the Arkansas Penitentiary, may file an application for relief under this act: *Provided*, Such woman is a citizen of the United States of America and has resided for one year previously in the county where such application is made and is the mother of a child or children.

SEC. 3. Investigation and report.—Whenever an application for relief is filed, the home of the applicant shall be visited by an officer of the court having jurisdiction of the matter, and the facts set forth in such application shall be investigated by such officer, under the direction of the court, and a report and recommendation of the approval or disapproval of such application shall be made in writing by such officer to the court without any unnecessary delay.

SEC. 4. Petition—Hearing.—After the investigation of such application for relief by an officer of the court and the filing of the report and recommendation thereon of such officer, such officer of court, or any reputable and responsible person who has a residence in the county, may file with the clerk of the court having jurisdiction of the matter a petition in writing, duly verified by affidavit, setting forth such facts as are necessary under this act to give the court jurisdiction of the parties and of the subject matter, and setting forth such other facts, which when found by the court to be true shall be the basis upon which the order of relief is entered: *Provided*, After hearing the petition and the proof in each case it shall be in the sound discretion of the court in granting the petition. It shall be sufficient that the affidavit is upon knowledge, information, and belief. A separate petition shall be filed for each child.

SEC. 5. Amount of allowance.—The allowance to each woman shall not exceed ten dollars per month when such mother has but one child under the age of fifteen; if she has more than one child under the age of fifteen, it shall not exceed the sum of ten dollars a month for the first child and five dollars per month for each of the other children under fifteen years of age.

SEC. 6. Conditions of allowance.—Such allowance shall be made by the county or juvenile court only upon the following conditions: The child or children, for whose benefit the allowance is made, must be living with the mother of such child or children; 2, the allowance shall be made only when, in the absence of such allowance, the mother would be required to work regularly away from home and children, and when, by means of such allowance, she will be able to remain at home with her children; 3, the mother must, in the judgment of the court, be a proper person, physically, morally, and mentally, for the bringing up of her children; 4, such allowance shall be, in the judgment of the court, necessary to save the child or children from neglect.

SEC. 7. To whom law does not apply.—The provisions of this act shall not apply to any child having property of its own sufficient for its support.

SEC. 8. Allowance paid out of county funds.—When the county or juvenile court shall determine that an allowance under this act shall be made, the court shall make an order to that effect, which order, among other things, shall set out in full the name of the mother, her place of residence, the name and residence of each of the children and the amount allowed for each child, the allowance to be paid out of the general revenue fund of the county. Said allowance to be paid monthly or quarterly as the court may deem best.

SEC. 9. When allowance shall cease.—When any child shall reach the age of ~~three~~ years, any allowance made to the mother of such child for the benefit of ~~such~~ child shall cease. The court may, in its discretion, at any time before ~~the child~~ reaches the age of fifteen years, discontinue or modify the allowance ~~to any mother~~ for any child. If such husband shall have been confined in the ~~penitentiary~~, such allowance shall cease upon his discharge or parole, and ~~whenever any~~ woman on whose account any allowance shall have been made ~~under~~ the provisions of this act, shall marry, such allowance shall cease.

SEC. 10. Appointment of probation officers.—The court having jurisdiction in proceedings coming within the provisions of this act, shall have the power to appoint one or more qualified persons of good character, who shall serve and be known as probation officers, during the pleasure of the court and who may be paid a suitable compensation by the county for their services, as provided for in the juvenile court law of this State.

SEC. 11. Duty of probation officers.—It shall be the duty of such officer to investigate all applications for relief and make a written report of such investigation with their recommendations. After granting of relief to any mother for the support of her children, it shall be the further duty of such officers to visit and supervise, under the direction of the court, the families to which such relief has been granted and to advise with the court and to perform such other duties as the court may direct, in order to maintain the integrity of the family and guard the welfare of the children.

SEC. 12. Penalty for fraud—Counties exempt.—Any person procuring or attempting to procure any allowance for a person not entitled thereto shall be deemed guilty of a misdemeanor and on conviction thereof shall be fined in any sum not less than one hundred dollars, nor more than five hundred, or by imprisonment in the county jail for a period of not less than thirty days nor more than a year, or by both such fine and imprisonment: *Provided*, The following counties be exempted from the provisions of the bill: Lincoln, Izard, Nevada, Mississippi, Randolph, Hempstead, Clay, Boone, Perry, Drew, Sharp, Bradley, LaFayette, Baxter, Cleveland, Columbia, Dallas, Jefferson, Carroll, Washington, Howard, Logan, Lee, Monroe, Fulton, Hot Spring, Miller, Stone, Independence, St. Francis, Crittenden, White, Union, Desha, and Arkansas.

SEC. 13. Repeal.—All laws and parts of laws in conflict herewith are hereby repealed, and this act being necessary for the immediate preservation of the public peace, health, and safety, shall take effect and be in force from and after its passage.

Approved March 24, 1917.

CALIFORNIA.

[Constitution, Article IV.]

SEC. 22. The legislature shall have the power to grant aid to the institutions conducted for the support and maintenance of minor orphans, or half orphans, or abandoned children * * * such aid to be granted by a uniform rule, * * * *Provided, further,* That whenever any county, or city and county, or city, or town, shall provide for the support of minor orphans, or half orphans, or abandoned children, * * * such county, city and county, city, or town shall be entitled to receive the same pro rata appropriations as may be granted to such institutions under church or other control. An accurate statement of the receipts and expenditures of public moneys shall be attached to and published with the laws at every regular session of the legislature. * * *

For many years under this provision the State had been paying institutions for the care of orphans and half orphans and abandoned children. Such payments are authorized also to any city, town, or county provided for such dependents.

[Laws 1913, chap. 323,¹ as amended by Laws 1917, chap. 472;² Laws 1919, chap. 292.³]

SEC. 2283. *Appropriation for care of dependent children—Aid to mothers.*—There is hereby appropriated out of any money in the State treasury not

¹ Prior to the passage of this act, aid had been given mothers for the support of dependent minor children in their own homes by the juvenile courts of Los Angeles and San Francisco Counties and to a small extent elsewhere under a liberal interpretation of section 21 of the juvenile court act of 1909, amended 1911, which provides that:

“Any order providing for the custody of a dependent or delinquent person may provide that the expense of maintaining such person shall be paid by the parent or parents or guardian of such person, and in such case shall state the amount to be so paid. * * * If it be found, however, that the parent or parents or guardian of a dependent or delinquent person is unable to pay the whole expense of maintaining such person, the court may, in the order providing for the custody of such person, direct such additional amount as may be necessary to support such person to be paid from the county treasury of the county for the support of such person, the amount so ordered to be paid from the treasury of said county not to exceed, in case of any one person, the sum of eleven dollars [Increased to \$20 by Laws 1919, chap. 293] per month: *Provided, further,* That no order for the payment of all or part of the expense of support and maintenance of a dependent or delinquent person from the county treasury shall be effective for more than six months, unless a new order is secured at the expiration of that period. The court may thereafter set aside, change or modify any order herein provided for.” [Laws 1911, p. 671.]

As the new law was limited to the children of widows, a number of children have continued to be cared for in their own homes by the juvenile court under this provision, through the medium of the child-placing agencies which, while accepting commitment and responsibility for the children, left them in their own homes.

² Amendment of 1917 changed the age limit of children who might be aided from 14 to 15 years; reduced the residential requirement from three to two years; and added a chief children's agent to the staff of the State board of control.

³ Amendment of 1919 increased the amount of State aid for half-orphans from \$75 to \$120 a year, and for orphans and abandoned children from \$100 to \$120 a year; removed the limitation on the number of children's agents to be appointed by the State board of control; and authorized the board to inquire into the management by any county, city and county, city or town, of aid to orphans, half-orphans, or abandoned children.

otherwise appropriated,¹ to each and every institution in this State conducted for the support and maintenance of needy minor orphans, half orphans, or abandoned children, and to each and every county, city and county, city, or town maintaining such orphans, half orphans, or abandoned children, or any or all of such classes of persons, aid not in excess of the sum of one hundred twenty dollars per annum for each such orphan, half orphan, or abandoned child supported and maintained in such institution or by such county, city and county, city, or town; but each abandoned child maintained by an institution must have been an inmate thereof for one year prior to such institution receiving aid therefor, as provided in this chapter: *Provided, however,* That upon receiving such aid such institution shall also be entitled to reimbursement from the State for said year in a sum not in excess of one hundred twenty dollars per annum for each such abandoned child where proof of abandonment sufficient to demonstrate the genuineness of the claim is presented to the State board of control: *Provided further,* That, in addition to the amount paid by the State for each half orphan maintained at home by its mother, the county, city and county, city, or town may pay for the support of such half orphan an amount equal to the sum paid by the State: *And provided further,* That in any case where any such half orphan is denied aid by the county, upon a petition setting forth the facts in full as to the necessity of aid, verified by five reputable citizens of the county, city and county, city, or town, the mother of such child shall have the right of appeal direct to the State board of control for aid for her child, and should her appeal be sustained by said board, payment must be made for the child as above provided.

SEC. 2285. Books to be kept by institutions, cities, and counties.—Every institution, county, city and county, city, or town entitled to aid under this chapter must keep the following records, which at all times must be open to the State board of control or to any person appointed by them to examine the same, or to any committee of the legislature, or to any clerk or officer thereof duly authorized to make such examination:

1. A record in which must be entered the date of admission, name, age, sex, and place of birth of each and every orphan, half orphan, and abandoned child, who is or may hereafter be received or admitted into such institution, or to county aid, and the date of discharge of any such child, when such discharge is made, the parentage, if known; the estate, if any, to which the child is heir, and the insurance, if any, on the father's or mother's life; so far as can be ascertained, the place where either parent or both died, the nativity of the parents, where married, the marriage certificate, where recorded, when they came to California, place of residence in California, and habits of sobriety.

2. A book entitled "Monthly accounts." In it must be entered on the debtor side all the moneys received from any and all sources segregated under the proper heads; on the credit side must be entered all disbursements made, specifying for what purposes made, and the amount entered in detail so disbursed, segregated under their proper heads.

3. A pay roll of the employees, and the amounts disbursed to each.

4. A book in which must be entered in detail the amounts paid for the specific support of every orphan, half orphan, or abandoned child and the date of such payments.

5. A transcript of the books and pay roll, verified under oath by the manager or person in charge of such institution entitled to or claiming State aid ~~under~~

¹ Appropriation for the two years ending June 30, 1921: "For support of orphans, half orphans, and abandoned children, two million one hundred thirty thousand dollars. For salaries and support of children's department, and expenses of children's agents, forty-two thousand dollars." (Laws 1919, chap. 645, p. 17.)

this chapter, must when demanded by the State board of control, be made and forwarded to the said board at the time of presenting claim for State aid.

6. A list of all the inmates other than employees or orphans supported wholly or in part by any institution presenting a claim for State aid under this chapter must also be forwarded with such claim for aid.

SEC. 2286. Supervision by board of control—Children's agents.—The State board of control is authorized, in behalf of the State, at any time to inquire, either in person or by authorized agent, into the management of any such institution or into the management by any county, city and county, city, or town, of aid to orphans, half orphans, and abandoned children; and any institution or county, city and county, city, or town refusing, upon due demand, to permit such inquiry or to comply with regulations established by said board for the proper maintenance and care of children receiving State aid must not thereafter receive any aid under this chapter until it has complied with all requirements. To carry out the provision of this act, the State board of control may appoint a chief children's agent and such other agents as may be needed, who shall, under the rules of said board, visit the homes and the institutions in which are children to whom State aid is being given or for whom aid is being asked, to obtain such information as the board may need in carrying out the provisions of this chapter. Such chief agent shall receive necessary traveling expenses and a salary of two hundred and twenty-five dollars per month. Such other agents shall receive their necessary traveling expenses and a salary to be fixed by the board of control, which salary shall be paid in the same manner and at the same time as the salaries of other State officers. All expenses incurred in visiting said asylums and homes, when there are not other available funds, may be audited and allowed by the State board of control out of the appropriation for support of orphans, half orphans, and abandoned children. The board of control may also pay out of these funds the expense of transporting children for whom proper homes are offered outside the State: *Provided*, That the county from which the children are removed shall pay one-half of the total expense necessarily incurred by the State. In addition, an advisory committee of three persons serving without pay or expense to the State may be appointed by the board of control, to act in any county in conjunction with the children's agents.

SEC. 2287. Regulations governing claims for State aid.—Every claim for aid under this chapter must be presented to and audited and allowed by the State board of control. Such claim must contain:

1. The name and location of the institution making the claim, or the name of the county.

2. The name of the person or persons having charge or control of the institution or of the child.

3. The number of orphans, half orphans, or abandoned children therein, in the case of an institution.

4. The date of admission and age of each child.

5. The amount, if any, that the institution is receiving for the specific support of any orphan, half orphan, or abandoned child therein. Such claim, and the statements therein contained, must be verified by the person or persons, or some of them, in charge of such institution, or in the case of counties, by the county officers in charge of the distribution of aid, and the State board of control may, in its discretion, require the production of the books of such institution or county in support of such claim.

SEC. 2289. *Age of children—Residence.*—In order that the provisions of this chapter shall not be abused, it is hereby declared:

1. That no institution which has less than twenty inmates of either or all of the classes mentioned in section two thousand two hundred eighty-three, must be deemed an institution for the support and maintenance of minor orphans, half orphans, or abandoned children, within the intent and meaning of this chapter.

2. That no child over the age of fifteen years shall be deemed a minor orphan, half orphan, or abandoned child, within the intent and meaning of this chapter.

3. That no child for whose specific support there is paid to any such institution the sum of twenty dollars or more per month shall be deemed a minor orphan, half-orphan, or abandoned child within the intent and meaning of this chapter.

4. That no child maintained in an institution for whom a bona fide offer of a proper home has been made shall be considered eligible for further State aid: *It is further provided, however,* That no institution shall be required to surrender a child to any person of religious faith different from that of the child or the parents of the child.

That a child who has not resided in this State for a period of at least two years prior to the application for aid shall not be eligible to receive State aid unless such child is born in this State.

Approved May 26, 1913.

Amendments approved May 15, 1917, and May 16, 1919.

To carry out the provisions of the above act in the city and county of San Francisco a widows' pension bureau was opened in the city hall in September, 1913.¹ The following forms in use in that bureau show the procedure adopted for the granting of pensions.

[Forms Used by Widows' Pension Bureau, San Francisco.]

APPLICATION CARD.

(All applications are made in person.)

CITY AND COUNTY OF SAN FRANCISCO.

WIDOW'S APPLICATION FOR AID.

SUPPORT OF HALF ORPHAN.

Date Case No.

Name Address

Maiden name Telephone

Number of children for whom aid is asked Where are they now

Names of children

Date and place of marriage

Date and place of death of father

Residence during last two years and citizenship

Evidence of need

¹ Miss Margaret C. Nesfield, director.

NOTIFICATION TO WIDOW OF VISIT BY OFFICE REPRESENTATIVE.
CITY AND COUNTY OF SAN FRANCISCO.

WIDOWS' PENSION BUREAU,
Room 462, City Hall,
Telephone Park 8500, Local 403.
Refer to No. -----

DEAR MADAM : A representative from this office will call at your home on-----

It is imperative that you be at your home at this time.
In case of emergency, kindly telephone this office immediately so that consideration of your application may not be delayed.
Kindly have ready at this time the following evidence :
Marriage certificate.
Husband's death certificate from board of health [if his death occurred outside of San Francisco].
Insurance : Life insurance, insurance from fraternal organization, lodge, or labor union.
Bank books or other assets.
Receipted bills showing expenditure of insurance or other assets.
Property [tax receipts, mortgage evidence, if any].
Kindly also fill out following data concerning four references [not related] including landlord.

Name.	Address.	Telephone.	Occupation.
-----	-----	-----	-----
-----	-----	-----	-----

Very sincerely, yours,

Director Widows' Pension Bureau.

[CASE RECORD.]

APPLICATION FOR SUPPORT OF HALF ORPHANS BY WIDOWED MOTHER.

No. San Francisco,.....:.... 19.....
Applicant's name Maiden name.....
Address..... Telephone..... Name of landlord.....
How long at present address?..... Address of landlord.....

II. All children under 15. (Family name.) (Given.)	Sex.	Place and date of birth.	School and grade.	Health.
1.....
2.....
3.....
4.....
5.....
6.....

III. Children over 15. (Family name.) (Given.)	Age.	Occupation.	Monthly wage.	Address.	Married and number of children.
1.....
2.....
3.....
4.....
5.....

Father's name..... When born..... Where..... Length of illness.....
Died, when..... Where..... Cause of death.....
Arrived Calif..... Co.
Last employer..... Occupation..... Monthly wage.....
Address at time.....

Cost of illness, \$.....
Fraternal order.....
COST OF FUNERAL.
Undertaker, \$..... Grave, \$..... Services, \$.....
By whom paid.....
By whom paid.....

Mother's name.....	When born.....	Where.....	Present health.....
(Family.) (Maiden.) (Given.)			
Employer.....	Occupation.....	Monthly wage.....	
Arrived Calif.....	Co.....		
Address at time.....	Fraternal order.....		
Place and date of marriage.....	Where recorded.....		
Religion.....	Habits sobriety.....		
Property, location.....	Assessed value, \$.....	Taxes, \$.....	
Income, \$.....	Mortgaged, amount, \$.....	To whom.....	Monthly payment, \$.....
Insurance—How much received, \$.....	On hand, \$.....		
How much do you carry now? \$.....	In whose behalf?.....	Company.....	
Do children carry insurance?.....	Company.....	How much, \$.....	
Money in bank or other assets.....			

APPLICATION FOR SUPPORT OF HALF ORPHANS BY WIDOWED MOTIHER.

DEBTS: Amount, \$----- To whom-----

What for-----

House owned or rented?----- Assessed value, \$----- Rental, \$-----

No. of rooms----- Sun----- Plumbing-----

Upkeep-----

Others in home -----

What do they pay-----

Has aid been given before?----- By whom?-----

Widow's relatives [check any that can assist]:

Name.	How related.	Address.	Occupation.
-----	-----	-----	-----
-----	-----	-----	-----

Husband's relatives:

Name.	How related.	Address.	Occupation.
-----	-----	-----	-----
-----	-----	-----	-----

Three references [not relatives]:

Name.	Address.	Occupation.
-----	-----	-----
-----	-----	-----

FINANCIAL STATEMENT:

Number in family----- Approximate need, \$----- Net income, \$-----

PENSION RECOMMENDED: State, \$----- County, \$----- Total, \$-----

INCOME WITH PENSION: \$-----

LAWS RELATING TO MOTHERS' PENSIONS.

37

[REFERENCE LETTER.]

CITY AND COUNTY OF SAN FRANCISCO.

**WIDOWS' PENSION BUREAU,
Room 462, City Hall.**

Dear _____
Mrs. _____ has given your name as reference in her application for aid under the widows' pension act. Will you kindly call at this office on _____? If it should be impossible for you to come at this time, would you kindly telephone Park 8500, Local 403, in order that some time convenient to you may be arranged for?

Very sincerely, yours,

Assistant Director Widows' Pension Bureau.

WORKING STATEMENT.

(Sent to employer of widow or of older children.)

CITY AND COUNTY OF SAN FRANCISCO.

SAN FRANCISCO,

Date.....

**To Widows' Pension Bureau,
Room 462, City Hall, San Francisco:**

This is to certify that.....has been in our employ from.....to.....

The following is statement of employee's earnings for the last six months:

4

(Signed).....(Firm)

By.....

CARD TO WIDOW TO CALL AT OFFICE.

(Applicant fills out and swears to original State application and brings reference to swear to residence.)

Telephone: Market 1176.

ROOM 462, CITY HALL,

San Francisco, Cal.

DEAR MADAM: Kindly call at this office on _____ and bring with you a registered voter who can swear to your residence in this State for two years and in the city and county for one year.

Very sincerely, yours,

NOTIFICATION OF PENSION GRANT.

CITY AND COUNTY OF SAN FRANCISCO.

**WIDOWS' PENSION BUREAU,
Room 462, City Hall.**

DEAR MADAM: You are hereby notified that under the provisions of the Widows' Pension Act the amount of \$_____ per month has been granted to you to be used toward the proper maintenance and support of your children. This amount is subject at all times to changes that may be deemed necessary by this office, and is payable at the end of each month.

The _____ has been authorized to collect said \$_____ each month from the office of the Auditor of the City and County of San Francisco, and to pay this amount to you, said payments to commence with the first day of _____, 19____, payable at the end of each month by check.

Yours, sincerely,

Director Widows' Pension Bureau.

LAWS RELATING TO MOTHERS' PENSIONS.

CURRENT REPORT SHEET.

WIDOWS' PENSION BUREAU.

(Reports of visits to widow's home and of widow's recommitment statement made in December of each year.)

Case No.-----

Name----- Address-----

(At each visit note housing, health, school report, occupations, gross and net incomes, financial statements, including number in family, approximate need, total net income and recommendation concerning pension.)

NOTIFICATION OF CHANGE IN PENSION GRANT OR OF CANCELLATION OF PENSION.

CITY AND COUNTY OF SAN FRANCISCO.

WIDOWS' PENSION BUREAU.
Room 462, City Hall.
Telephone Park, 8500, Local 403.

Refer to No.-----

You are hereby notified that in accordance with the rulings of the State Board of Control and the Widows' Pension Bureau of San Francisco, your pension will be reduced to \$-----, canceled beginning----- because of-----

Very sincerely yours,

Director Widows' Pension Bureau.

CLINIC CARDS.

UNIVERSITY OF CALIFORNIA MEDICAL DEPARTMENT.

Second and Parnassus Avenues.

(Take Hayes Street car No. 6 on Market Street and get off at Second Avenue.)

Referred to-----Clinic
Especially referred to-----
To report (date)-----
Remarks-----

STANFORD UNIVERSITY MEDICAL DEPARTMENT.

Sacramento and Webster Streets.

(Use Fillmore, Sacramento or California cars.)

Referred to-----Clinic
Especially referred to-----
To report (date)-----
Remarks-----

CERTIFICATES REQUIRED BY STATE.

[Evidence of marriage.]

WIDOWS' PENSION BUREAU
Room 345, City Hall.
To the State Board of Control, Sacramento, Calif.

(GENTLEMEN: This is to certify that-----has presented to this office conclusive evidence of her marriage to-----which took place at-----on the-----day of-----, 19-----

Director Widows' Pension Bureau.

Subscribed and sworn to before me this-----day of-----, 19-----

[Evidence of death.]

CITY AND COUNTY OF SAN FRANCISCO.

DEPARTMENT OF PUBLIC HEALTH,
Central Office.

This is to certify that there is now on file with this department, record showing that _____ husband of _____ died on the _____ day of _____, 19____, the cause of death being recorded as _____

Dated this _____ day of _____, 19____.
City and county of San Francisco, Calif.

[Evidence of residence.]

CITY AND COUNTY OF SAN FRANCISCO.

WIDOWS' PENSION BUREAU,
Room 845, City Hall.

To the State Board of Control, Sacramento, Calif.

GENTLEMEN: This is to certify that I _____ a registered voter living at _____ in the city and county of San Francisco, State of California, have known _____, living at _____, for _____ years and can testify that she has been a resident of the city and county of San Francisco for over one year and of the State of California for over three years.

Subscribed and sworn to before me this _____ day of _____, 19____.

[Evidence of citizenship.]

DEPARTMENT OF ELECTIONS,
CITY AND COUNTY OF SAN FRANCISCO,
STATE OF CALIFORNIA.

Office of
REGISTRAR OF VOTERS.

CERTIFICATE OF REGISTRATION.

Name _____ No. _____
Residence _____ Precinct _____
Occupation _____ Assembly District _____
Height _____ Feet _____ Inches
Nativity _____ Became citizen by { a. Decree of court. d. Father's naturalization.
b. Marriage to a citizen. e. Citizenship of father.
c. Naturalization of husband. f. Act of Congress.
g. Treaty.
(when) _____ (where) _____
Father's } Name _____
Husband's }
Can _____ read Constitution; can _____ mark ballot; can _____ write name. Physical disability—none.
Date of Registration _____

STATE OF CALIFORNIA, } ss.
City and County of San Francisco.

I, J. H. ZEMANSKY, registrar of voters of the city and county of San Francisco, hereby certify the foregoing to be a full, true, and correct transcript of entries on the register of said county for the precinct and assembly district above indicated.

Witness my hand and seal this _____ day of _____, 191____.

J. H. ZEMANSKY, Registrar of Voters.

By _____ Deputy.

APPLICATION FOR STATE ORPHAN AID

Board of Control No.....
New.....Transfer.....

I. County.

Address of parent.....
Name and address of guardian.....

Whole orphan.....
Half orphan.....
Foundling.....
Abandoned.....

Indicate classification with X

II. All children under 15.

Sex.

Place and date of birth.

Name school and Grade.

Health.

Weight.

Height.

(Family name) (Given)

1.....
2.....
3.....
4.....
5.....
6.....

III. Children over 15.

Age.

Occupation.

Monthly wage.

Address.

Married and number of children.

(Family name.) (Given.)

1.....
2.....
3.....
4.....
5.....

IV. Father's name.

When born.....
Died when.....
Occupation.....
Cost last illness.....
Cost funeral.....

Where.....
Where.....
Monthly wage.....
By whom paid.....
By whom paid.....

Present health.....
Cause of death.....
Length of illness.....

(Family name.) (Given.)
Arrived Calif.....Co.....
Fraternal order.....

V. Mother's name.

When born.....
Died when.....
Occupation (present).....
Cost last illness.....
Cost funeral.....

Where.....
Where.....
Monthly wage.....
By whom paid.....
By whom paid.....

Present health.....
Cause of death.....
Occupation before marriage.....
Wage.....

(Family.) (Maiden.) (Given.)
Arrived Calif.....Co.....
Fraternal order.....

Via. Place and date of marriage.....Where recorded.....

b. Religion.....Habits sobriety.....

VII. Property—Location.....Assessed value \$.....Taxes \$.....
Income \$.....Mortgaged—Amount \$.....To whom?.....
Monthly payment.....
Name of landlord.....Rental.....

VIII. Insurance—How much received \$.....On hand \$.....
How much do you carry now \$.....In whose behalf?.....Company.....
Do children carry insurance?.....Company.....How much?.....

IX. Money in bank.....Name of bank.....
Debts—Amount \$.....To whom?.....What for?.....

Xa. Others in home.....What do they pay?.....

b. Other income \$.....From what source?.....

XI. What is your relationship to child.....Occupation.....Income.....
(If other than parent.)

XII. Address of child if not with you.....

XIII. Has aid been given before?.....By whom?.....

XIV. Relatives (put mark next to any one of those that could assist):
Name.....How related.....Address.....Occupation.....
.....
.....
.....
Teacher's name.....Address.....

XV. Three references (not relatives):

Name.....Address.....Occupation.....
.....
.....
.....

STATE OF CALIFORNIA, } ss.
County of.....
I herewith make application for State aid to the amount of \$.....and
for county aid to the amount of \$.....and solemnly swear or affirm that
there is need for same, and that the answers written after the questions above set forth
are true and correct to the best of my knowledge, information and belief.

Subscribed and sworn to before me this.....day of.....19.....

.....Applicant.

.....Deputy Clerk.

.....Clerk.

[Reverse side.]

Income.		Outgo.	
State aid.....		Rent.....	
County aid.....		Payment on property.....	
Wage parent.....		Taxes.....	
Wage children.....		Fuel for heat.....	
Contribution, relatives.....		Light.....	
Property.....		Groceries.....	
Compensation.....		Vegetables.....	
Insurance.....		Meat.....	
Fraternal orders.....		Milk.....	
Other sources.....		Clothes.....	
		Shoes.....	
		Car fare.....	
		Insurance on children.....	
		Insurance on parent.....	
		Insurance on home.....	
		Medicine.....	
		Amusement.....	
		Sundries.....	
Total.....		Total.....	

When State aid is increased what amount do you recommend?
.....
Name of Agent.

Pending No. Transfer....
Board of Control No. New.....
County number.....
Monthly amount asked for family, State
\$..... Co.....
Date 1st payment aid, State.....;
County.....
Whole Half Foundling Abandoned
County.

Application of—			
Children.	Amount for child per month.	Fifteenth birthday.	Out.
1.....			
2.....			
3.....			
4.....			
5.....			
6.....			
7.....			
8.....			

.....
Recommendation.
Aid to begin..... to.....
State \$..... County \$.....
.....
Chief Children's Agent.

Reserve this space for Board of Control.

COUNTY REPORT.

- Health.
- Moral standard.
- Housing.
- Relatives consulted and their advice and ability to assist.
- References consulted and their recommendations.
- Have you visited in home, and your recommendations?

- 1. This application may be used for more than one child of one family but not for children of different families.
- 2. Only parent, guardian, or officer knowing the facts should sign this application.
- 3. Send two copies of this application to Board of Control, Sacramento. One will be returned with action of board noted.
- 4. Fill out front of application to space reserved for Board of Control. Amt. is amount per child per month. Age limit is fifteenth birthday.

Renewal application for State orphan aid for period beginning..... (Filled out and sworn to in July of each year by widow.)					1
Board of Control No..... County No.....					2
1. County.	Address of parent.....		Whole orphan..... Half orphan..... Foundling..... Abandoned.....		3
.....	Name and address of guardian.....				4
2. All children under 15. (Family name.) (Given.)	Age.	School and grade.	Health.	Teeth—Mark good or bad (Make cross if under treatment).	5
a.					6
b.					
c.					7
d.					
e.					8
f.					
3. Children over 15. (Family name.) (Given.)	Occupation.	Monthly wage.	Address.	Married and num- ber children.	9
a.					10
b.					
c.					11
d.					
e.					12
f.					
4. Father's name. (Family.) (Given.)	Health..... Sobriety.....		Occupation.....		13
.....	Wage.....		Name last employer.....		14
5. Mother's name. (Family.) (Maiden.) (Given.)	Health..... Sobriety.....		Occupation.....		15
.....	Wage.....		Name last employer.....		
6. Property—Location..... Assessed value \$..... Taxes \$..... Ins. \$..... Income \$..... Mortgaged—Amt. \$..... To whom?..... Mo. payment \$..... If not owned, state rental..... Name of landlord.....					
7. Life insurance—How much on hand \$..... How much do you carry \$..... Do children carry insurance?..... Company..... How much \$.....					
8. Money in bank..... Name of bank..... Debts \$..... To whom?..... What for?.....					
9. What other income do you have? \$.....					
10. What is your relation to the child?.....					
11. What change in circumstances has there been since last application?.....					
12. What will State pay per month for each child? \$..... County \$..... Others \$..... Who are they?.....					
13. Relatives (cross next to any who could assist)—					
Name, How related, Address, Occupation.					
.....					
.....					
14. Names of three friends— Address, Occupation.					
.....					
.....					
15. How long will need continue?.....					
16. How often have you visited child since last application was made?..... Date of last visit.....					
17. How often have you had child out of institution?..... When last?.....					

STATE OF CALIFORNIA, }
County of _____ } ss.

I hereby make renewal application for State aid to the amount of \$_____ and solemnly swear (or affirm) that there is need for same, and that the answers written after the questions above set forth are true and correct to the best of my knowledge, information, and belief.

Applicant.

Subscribed and sworn to before me this _____ day of _____ 19__.

Clerk or Auditor.

[Reverse side.]

FINANCIAL STATEMENT.

Income.		Outgo.	
State aid.....	.....	Rent.....	.....
County aid.....	.....	Payment on property.....	.....
Wage parent.....	.....	Taxes.....	.....
Wage children.....	.....	Fuel for heat.....	.....
Contribution from relatives.....	.....	Light.....	.....
Property.....	.....	Groceries.....	.....
Compensation.....	.....	Vegetables.....	.....
Insurance.....	.....	Meat.....	.....
Fraternal orders.....	.....	Milk.....	.....
Other sources.....	.....	Clothes.....	.....
		Shoes.....	.....
		Car fare.....	.....
		Insurance on children.....	.....
		Insurance on parent.....	.....
		Insurance on home.....	.....
		Medicine.....	.....
		Amusement.....	.....
		Sundries.....	.....
Total.....	.....	Total.....	.....

When State aid is increased what amount do you recommend?

COUNTY REPORT.

- Health.
- Housing.
- Moral standard.
- Relatives consulted and their advice and ability to assist.
- References consulted and their recommendations.
- Have you visited in home, and your recommendations?

(File two copies with Board of Control on July 1st of each year.)

CITY AND COUNTY OF SAN FRANCISCO.

FINANCIAL STATEMENT.

WIDOWS' PENSION BUREAU,
Room 442 City Hall.

Name..... No. {State }
Address..... Date of recommendation..... {County}
Date of approval.....

REPORT TO BOARD OF SUPERVISORS.

WIDOWS' PENSION BUREAU.

San Francisco, California, -----191 .

To the Honorable, the BOARD OF SUPERVISORS:
In the matter of applications for aid under the widows' pension act, your approval of the following recommendations is respectfully requested:

Case No.	Name.	Address.	No. in family.	Children under 14.	Present income.	Pension recommended—			In- come with pen- sion.
						By State.	By county.	Total.	
.....

Respectfully submitted.

-----,
Widows' Pension Bureau.

Respectfully submitted,

-----,
Finance Committee Board of Supervisors.

COLORADO.

[Laws 1913, pp. 694-696. Passed by popular vote, November 5, 1912.]

An Act To amend an act entitled "An act concerning dependent and neglected children, approved April 2, 1907."¹

Be it enacted by the people of the State of Colorado: SECTION 1. That section 7 of an act entitled "An act concerning dependent and neglected children, approved April 2, 1907," be and the same is hereby amended so as to read as follows:

SECTION 7. Any dependent child committed to the State Home for Dependent and Neglected Children shall, as to its care and disposition by said home, be subject to any special order of the court making such commitment, provided such order be made at the time of such commitment. If the parent or parents of such dependent or neglected child are poor and unable to properly care for such child, but otherwise are proper guardians, and it is for the welfare of such child to remain at home, the court may enter an order finding such facts and fixing the amount of money necessary to enable the parent or parents to properly care for such child, and thereupon it shall be the duty of the board of county commissioners, and in those cities and counties operating under Article XX of the constitution it shall be the duty of the department and authority performing that part of the functions of a board of county commissioners, or vested with power for the relief of the poor, to pay such parent or parents, or, if it seems for the best interest of the child, to some other person designated by the court for that purpose, at such times as said order may designate, the amount so specified, or when so ordered by the court, its equivalent in supplies and assistance, for the care of such dependent or neglected child until the further order of the court. The juvenile court in counties of over 100,000 population, and the county court in all other counties, shall appoint proper persons for the purpose of investigation, visitation, the keeping of records and the making of reports in cases requiring relief under this act. The details as to the number of such investigators, their rights, duties and powers in addition to that of investigators of such cases, their compensation, the limitations thereon and the authority of the county or city and county required to provide for such compensation shall be as provided by law for the employment of probation officers in such juvenile and county courts. It shall be the duty of the clerk of such juvenile or county courts, on or before December 1, 1912, and on or before the first day of July of each year thereafter, to submit to such county board or other proper authority a report of all cases receiving relief under this act, and an estimate of the sum necessary to be placed at its disposal for complying with the provisions of this act. A copy of such report shall be filed with the State board of charities and corrections. If the State home is unable to provide any child with a family home through voluntary adoption within six months from the time of its commitment, then as far as possible and if for the best interest of the child it shall be its duty to provide for the boarding out of said child in a suitable family home until such time as it

¹ For a discussion of the provisions of this act see article by Judge Lindsay in the Survey, Feb. 15, 1913.

may be adopted or shall have reached the age of sixteen years. Petitions and commitments under this act shall state the religious belief of parents, if known, and if not known the court shall endeavor to ascertain such fact, and family homes to which children are committed shall, as far as practicable, conform to such religious belief. On or before December 1, 1912, and on each July 1st next thereafter, before the convening of the succeeding general assembly, it shall be the duty of the superintendent of said home to submit to the governor and the State board of charities and corrections a detailed report of such boarding out of said children in family homes and an estimate as near as may be of the annual sum necessary for the maintenance of said boarding-out system and visitation officers employed by said State home in connection therewith. The governor shall transmit such estimate to such succeeding general assembly, which is hereby directed by the people of this State to appropriate from the State treasury a sum sufficient for the boarding out and visitation of said children, and otherwise carrying into effect the provisions of this act. Any of said courts enforcing the provisions hereof shall have the right to proceed as for contempt of court against officials who wilfully refuse to comply with its orders directing their compliance with the provisions hereof; provided the sums paid out under this act shall not exceed in any year the amount appropriated for such purpose by the county, city and county, or State authorities, respectively. In counties having a population of over 20,000, the boards of county commissioners, and in cities and counties operating under Article XX of the constitution, the authority performing like duties to those of county commissioners, shall establish and maintain workhouses or proper facilities for the detention and employment of men convicted of nonsupport of women and children. Any sums of money earned by them or collected for their labor by the authorities in charge of such workhouses or facilities shall be used for the maintenance of the fund necessary to be expended by the county or city and county in carrying out the provisions of this act. The board of commissioners of the State penitentiary and reformatory shall make such similar provision as to said board seems most practicable to profitably employ all persons committed to such prisons for nonsupport of women or children, and any sums received for such labor shall be used for the maintenance of the fund provided by the State for compliance with the provisions of this act. This act shall be liberally construed for the protection of the child, the home and the State, and in the interest of public morals and for the prevention of poverty and crime.

Effective January 22, 1913.

[Laws 1919, ch. 160.]

An Act To establish a fund to provide money to carry out the provisions of laws enacted for the benefit of mothers of children.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. Mothers' compensation funds created.—That in every county of this State there shall be created a "mother's compensation fund," the purpose of which is to provide sufficient money to carry out the provisions of the mother's compensation act, page 694 of the 1913 Session Law of Colorado for the assistance and protection of women who are unable to properly care for their children, or who are unable to provide the ordinary and proper care for themselves and infant child or children during the certain periods before and after childbirth.

SEC. 2. Duties of county officials.—The county commissioners or persons performing the functions of the county commissioners of each county are hereby

directed to establish in each of their respective counties a "mother's compensation fund" for the purposes set forth in section one (1) of this act.

SEC. 3. *Levy of tax—Limitation.*—The moneys for the use of said "mother's compensation fund" shall be secured by a special levy which shall be made by the tax levying authorities annually upon taxable, real and personal property within the several counties of the State, such special levy, however, not to exceed one-eighth of one mill, and from any gifts, appropriations, or other funds which may be added to said "mother's compensation fund."

SEC. 4. *Repeal.*—All acts or parts of acts in conflict herewith are hereby repealed.

Approved April 4, 1919.

143973°—19—4

CONNECTICUT.

[Laws 1919, Ch. 323¹.]

An Act Providing aid to mothers having dependent children.

Be it enacted by the Senate and House of Representatives in general assembly convened: SECTION 1. *Aid to widowed mothers—Application.*—Widows having dependent children under 16 years of age who are unable to furnish suitable support for such children in their own homes may be granted financial aid as hereinafter provided. Any such widow or other person in her behalf may apply in writing for such aid to the executive officer of the municipality wherein she resides or to any other person whom such officer may appoint for the purpose of representing such municipality in carrying out the provisions of this act. The name and address of any such appointee shall be recorded in the office of the agent of the State treasurer to be appointed as hereinafter required. Such application shall contain the name, post-office address, street and number, if any, or shall state definitely where she resides, the name, place, and date of birth of each such dependent and such other information as may be required by the agent of the treasurer. Upon receipt of such application and an affidavit of such widow as to the truth of the statements therein contained, the executive officer or his local agent, as the case may be, shall immediately transmit a copy thereof with his recommendations in reference thereto to the county commissioners of the county wherein such widow resides. The commissioners shall make such copy or record of the same as may be necessary for their information and records and shall transmit the same forthwith to the agent of the treasurer. Within 15 days after forwarding such application, the commissioners shall approve or disapprove, in writing, the application for aid so made and shall transmit a copy with their recommendations thereon endorsed to said agent.

SEC. 2. *Duties of State agent—Investigation—Supervision.*—The agent, before extending aid hereinafter provided, may require such additional information concerning the applicant or any dependent mentioned in said application as may be necessary to safeguard any public funds or as may be advantageous to the administration of the provisions of this act. Upon ascertaining that the relief hereby authorized should be furnished to such applicant or any such dependent or both, he may approve or accept the recommendation of the commissioners, the executive officer or such appointee, but shall notify such officer or appointee and the county commissioners of the county wherein the applicant resides, as to the amount of aid, if any, to be extended on said application and the date or dates when payment of the same shall commence. Said agent shall make such payments so designated and the same shall continue until he shall revoke, suspend or change the amount of or the time or manner of paying the same. The executive officer or the appointee of the municipality wherein such widow resides shall visit at least once in every month at the home or place where she may be living and after each such visit shall make a record containing a detailed

¹ Another bill before the 1919 legislature which had the support of the social workers of the State differed materially from the law adopted, in that it provided for the creation of unpaid boards of child welfare with a paid executive secretary for each county to consider all cases of dependent widows with two or more children, the work of the eight boards to be supervised by the State board of charities. (Survey, June 14, 1919, pp. 436, 437.)

statement of the condition of such home and of any dependent therein and such other detailed statement in reference to such widow or dependent as may be required by said agent and as may be necessary to determine whether said aid should continue to be provided. A copy of each such detailed statement shall be sent to the State agent and to the county commissioners.

SEC. 3. Amount of aid.—The manner and time of extending such aid, whether the same shall be in cash or by furnishing necessary merchandise as may be of advantage in any case, shall be determined by said agent. The amount to be granted weekly shall not exceed the following: Food for such widow, two dollars; food for each child over fourteen years of age, one dollar and seventy-five cents; food for each child between five and fourteen years of age, one dollar and twenty-five cents; food for each child under five years of age, one dollar; fuel, one dollar; clothing for each member of such family, fifty cents and a reasonable allowance may be made for a suitable tenement adequate in size and so located as to protect the occupants thereof in their health and from improper environment. In case of sickness or burial expenses in case of death of such widow or of any such dependent, the reasonable expenses thereof, to be determined by the executive officer of the municipality wherein she resides or his appointee and the county commissioners, shall be borne one-third by the State, one-third by the county, and one-third by such municipality. In event such officer or appointee and commissioners shall be unable to agree upon the amount of aid to be paid for medical attendance or for funeral expenses, the same shall be determined by the agent of the treasurer.

SEC. 4. Reimbursement to State.—One-third of the amount expended in the aid of any widow or her dependents or both, in any municipality shall be charged by the State agent to such municipality and one-third to the county wherein she resides. The amount due to the State on the first days of October, January, April, and July, in each year shall be paid on or before the fifteenth day of each of said months, and a statement thereof shall be mailed by the State agent as of the first days of said months to the executive officer, or his appointee, of each such municipality and the county commissioners of each county wherein any widow shall have received such aid during the three months next preceding the first day of each of said months. Upon failure of any municipality or county to reimburse the State for any money expended in its behalf by the State agent, by authority of the provisions of this act, within thirty days from the date of the mailing of notice of the amount due, the same may be collected, with interest thereon at ten per centum per annum, in a civil action brought against such municipality or county by the attorney-general in the name of the State in any court in Hartford County having jurisdiction of said amount.

SEC. 5. State agent.—Within ten days from the date of the passage of this act the treasurer shall appoint a State agent who shall serve from the date of such appointment for a term of two years. He shall receive annually as compensation for his services three thousand dollars and his traveling expenses while engaged in the performance of his duties shall be paid by the State. He shall be sworn to the faithful performance of his duties in the administration of the provisions of this act. He shall furnish at the expense of the State such blank forms as may be necessary and shall cooperate with the county commissioners and such municipal officials and may formulate such administrative rules as may be necessary or convenient to carry out the provisions hereof. He may employ necessary stenographic assistance and may appoint such subordinates, if any shall be found by the treasurer to be necessary, and fix their compensations, subject to the approval of the board of control, as may be necessary to perform the duties of his office.

Sec. 6. Appropriation.—The sum of one hundred and fifty thousand dollars, or so much thereof as may be necessary, is appropriated for the two fiscal years ending June 30, 1921, for the purpose of carrying out the provisions of this act. The agent of the treasurer shall report monthly to the treasurer the amount expended by him under the provisions of this act.

Sec. 7. Residence.—No aid shall be given by authority of the provisions of this act to any widow or her dependent who shall have a legal settlement outside of this State nor to such widow or dependent receiving aid from any other State. The removal of any widow from one municipality or county shall not be construed to relieve the municipality or county from which she shall have removed, from furnishing the aid herein authorized to be paid, except and on condition that the selectmen of the municipality to which she shall have removed shall consent and assume the payment of the aid previously authorized or as may be required by the agent of the treasurer, provided any order for such aid may be changed or any payment suspended in the event of such removal after notice and consent in writing of the agent of the treasurer. The provisions of this act shall not be construed to require the furnishing of aid for any widow or for such dependents after she shall have removed from this State.

Sec. 8. Executive officer defined.—The words "executive officer" as used in this act shall be construed to mean the first selectman of any town which is under town government and which raises money by taxation to be expended by the selectmen, the warden of any borough or mayor of any city.

Sec. 9. This act shall take effect from its passage.

Approved May 13, 1919.

POLICIES AND RULES OF THE DEPARTMENT OF STATE AGENCIES AND INSTITUTIONS IN RELATION TO STATE AID TO WIDOWS WITH DEPENDENT CHILDREN.

The purpose of the act providing for State aid for widows and dependent children is to enable widowed mothers with children under sixteen years of age to bring up such children in their own homes, with the idea that by such a course children could be better cared for than in public institutions.

The investigations made in each case should, therefore, be for the purpose of determining whether the widow is of good character and in good physical health, not suffering from any infectious disease which would menace the health of her children, and that she is a person who will see that her children receive proper scholastic and religious training.

Widows receiving allowances under the law will be expected to observe carefully, and be governed by, the rules established by the board. It is also further expected that the children of working age will contribute adequately toward the support of the home. Persons receiving aid are also required to notify this board promptly of changes in their family conditions, and especially of remarriage.

For the better carrying out of the purpose of the act, the department deems it wise to establish the following rules:

Allowances shall not be granted or continued—

(1) To families in which the mother is not shown to be mentally, morally, and physically able to care for her children.

(2) To families in which there is a record of intemperance, wastefulness, or of misconduct on the part of the widow.

(3) To families where the presence and behavior of lodgers are such as to bring the widow into disrepute.

(4) To families where the home and the children are not kept clean and orderly, or are otherwise neglected, or where the children are unnecessarily kept from school or from work.

(5) To families where the children are not regularly kept under the care of the widow in her own home, except as may temporarily be otherwise allowed by the State agent.

(6) To families where the possession of money or of property is denied or concealed in order to obtain the allowance.

(7) To families justly entitled to adequate assistance from other sources of relief.

(8) To families with but one child not of working age, except where the conditions are unusual.

Attention is particularly called to the following provisions of the child welfare law:

"A person who shall procure or attempt to procure, directly or indirectly, any allowance for relief under this article, for or on account of a person not entitled thereto, or shall knowingly or wilfully pay or permit to be paid any allowance to a person not entitled thereto, shall be guilty of a misdemeanor."

Any widow who desires to receive State aid, or any person applying in behalf of such widow, should apply to the first selectman of the town or to the mayor, or his agent, of the city or warden of the borough in which such widow resides.

The selectman shall require all applicants for State aid to widows with dependent children to fill out and swear to the application blanks which will be forwarded in duplicate under separate cover. All applications must be filled out in ink.

The selectman or his representative shall make such investigation as he may deem necessary to verify the statement of the applicant and shall submit the application to the county commissioners within ten days after receipt of same with a brief summary of his findings and a recommendation as to the allowance to be made in each case.

The selectman or his representative shall verify the marriage of the applicant, the births of the children, and the death of the husband. Transcripts of records of birth, marriage, and death, furnished by town clerks or health officers shall be accepted as proof of such birth, marriage, or death, and must accompany the application. Where a record of the birth or marriage is not filed in the office of the town clerk or health department, the church record of the birth or marriage will be accepted. Where such a record is not available, the affidavit of the physician who attended wife at birth of child will be accepted, and must accompany the application.

Where there is no record of marriage to be produced the affidavit of the clergyman who performed the ceremony, or the affidavit of two persons who witnessed the marriage ceremony will be accepted and must accompany the application. Where no record of the death of husband is on file, the records of the cemetery in which the husband is buried, or the affidavit of the physician who attended the husband during his last illness, will be accepted, and must accompany the application.

Residence.—Any widow living in Connecticut is eligible for State aid provided she has no legal settlement in any other State. As the settlement laws vary in different States, the selectman or his agent shall therefore be careful to ascertain the places of residence of the woman during the past five years and the time during which she lived in each place. If the information thus obtained shows that the woman has resided in any other State prior to her arrival in Connecticut, he shall communicate with the poor officials of the town in which she so resided and ascertain if she has a legal settlement in that town.

Support by relatives.—It is expected that children of working age will contribute adequately to the support of the home. For this reason the selectman or his representative shall ascertain name of employer of such children and shall verify earnings of said children.

The circumstances of the relatives legally bound to support the widow or her children should be investigated, and if they are found able to contribute to the support of the widow or her children should be compelled to do so, even if necessary to resort to court action.

Rents.—The law provides that a reasonable allowance shall be granted to the widow for a suitable tenement adequate in size and located in proper environment. The investigation should cover the condition of the home, number of rooms, light and ventilation, sanitary arrangements, etc., as well as a character of neighborhood.

Illness and burial.—An allowance will always be made to cover the cost of medical attendance during the illness of any member of a family receiving State aid, and where there is no insurance an allowance will be made to cover burial expenses.

Special application blanks will be provided for these allowances and will be furnished upon request.

Publicity.—To avoid publicity it is suggested by this department that the names of widows receiving aid will not be printed in public reports.

[Forms used by State of Connecticut.]

APPLICATION FOR STATE AID TO WIDOWS WITH DEPENDENT CHILDREN. NO.

(1) Name _____ Date _____
 Address _____ P. O. _____
 Town or City _____

(2) Present conditions: (First Selectman, Mayor, etc., will give brief summary of conditions)

(3) INCOME OF FAMILY.

Mother's earnings			
Children's earnings [Names and ages]			
(1)		\$.	
(2)			
(3)			
(4)			
(5)			
(6)			
(7)			
From relatives			
Other sources			
Total income of family			

To the County Commissioners,
 _____ County, Conn.

DEAR SIR: After due investigation I recommend that the above named applicant be granted the following weekly allowance:

For rent			
Fuel			
Food			
Clothing			
Total			

First selectman _____ Town of _____

Dated _____

To the State Agent,
 State Treasurer's Office, Hartford, Conn.

DEAR SIR:

The recommendation of _____ First Selectman of _____ that the above named applicant be granted a weekly allowance of _____ is hereby approved, disapproved.

 County Commissioners.

Dated _____

The recommendation of the County Commissioners that the above named applicant be granted a weekly allowance of _____ is hereby approved, disapproved.

The allowance is to be paid weekly beginning _____ and continue until further notice.

 State Agent.

Dated at Hartford, Conn.,

19 .

LAWS RELATING TO MOTHERS' PENSIONS.

APPLICATION.

(4) Woman's name in full.....Date of Application.....
Woman's maiden name.....
(5) Man's name.....Occupation.....Earnings per week, \$.....

(6) Date.	Address.	How long there.	Num-ber rooms.	Location	Light or dark.	Toilet and bath.	Rent.
1.....
2.....
3.....

(7) CHILDREN LIVING AT HOME.

Name.	Date of birth.	Place of birth.	Occupation or school (employers and work).	Wage per week or school grade.	Pay to mother.	Mental, physical, or moral defects.
1.....	\$.....
2.....
3.....
4.....
5.....
6.....
7.....
8.....
9.....
10.....

(8) BOARDERS OR LODGERS IN HOUSEHOLD.

Name.	Relationship, if any.	Amount paid per week or month.
1.....
2.....
3.....

(9) UNMARRIED CHILDREN NOT LIVING AT HOME.

Name.	Date of birth.	Proof.	Residence.	Occupation or school.	Grade or wage per week.	Mental, physical, or moral defects.
1.....
2.....
3.....

(10) MARRIED CHILDREN NOT LIVING AT HOME.

Name.	Residence.	Occupation.	Wage per week.	Mental, physical, or moral defects.
1.....
2.....
3.....
4.....
5.....

(11) CHILDREN OF HUSBAND BY FORMER MARRIAGE.

Name.	Residence.	Occupation.	Wage per week.	Mental, physical, or moral defects.
1.....
2.....
3.....

(12) MARRIAGE.

Date.....
Place.....
Name and address of person who performed ceremony.....
Proof.....
Were you married before?.....
Was your husband married before?.....
Proof of such previous marriage.....

(13) DEATH.

Date.....
Cause.....
Length of illness.....
Place of death.....
Legal residence time of death.....
Where buried.....
Name and address of undertaker.....
Proof.....
Proof of death or divorce of previous husband or wife.....

(14) MAN.

When and where born.....
How long in U. S.....
How long in State previous to death.....
Voting addresses.....
Proof.....
Did he serve in Army or Navy.....
If so, when and where.....
Was he honorably discharged.....
Proof of citizenship of previous husband.....

(15) LEGAL RESIDENCE.

Addresses for five consecutive years previous to application.....
Name and place.....
.....
How long there.....
Proof.....

(16) WOMAN'S RELATIVES.

Name.	Address.	Married.	Occupation.	Where employed.	Relation.
.....
.....
.....

(17) MAN'S RELATIVES.

Name.	Address.	Married.	Occupation.	Where employed.	Relation.
.....
.....
.....

- (18) Date and place of woman's birth.....
(19) How long in U. S..... Physical condition.....
(20) What is your occupation?..... Wages.....
(21) What hours do you work?..... How long employed there.....
(22) Name and addresses of present and previous employers.....
(23) What was your occupation previous to your marriage?.....
(24) Did your husband leave any property?..... Location..... Value..... Mortgages.....
(25) Do you own any property?..... Location..... Value..... Mortgages.....
(26) Do your parents or your husband's parents own any property?..... Location..... Value..... Mortgages.....
(27) Amount of man's insurance and name of company.....
(28) Was he a member of any fraternal order?.....
(29) Have you any money?..... Amount..... Bank.....
(30) Have your children any money?..... Amount..... Bank.....
(31) Do you authorize us to inquire of the insurance company, fraternal order, or bank, if any?.....
(32) Of what lodge are you a member?.....
(33) Name and address of officer of lodge?.....

- (34) In what company are you insured?-----
Payments-----
- (35) In what company are your children insured?-----
Payments-----
- (36) What church do you attend?-----
- (37) Are you a member?----- Name and address of minister or
priest-----
- (38) Are you receiving assistance from any organization, church, or other source?-----
- (39) Name and address of such organization, church, or other source-----
- (40) To what extent are they assisting you?-----
- (41) Are any of your relatives or friends assisting you?----- To
what extent-----
- (42) Give their names and addresses-----
- (43) Have you any claim arising from the death of your husband?-----
- (44) Give names and addresses of two responsible persons other than relatives to
whom we may refer:-----
- (45) Name----- Name-----
- (46) Address----- Address-----
- (47) Nature of acquaintance----- Nature of acquaintance-----

(Signature of applicant.)

(48) STATE OF CONNECTICUT, } ss:
County of

----- being duly sworn deposes and says that she is the
person described in and who signed as applicant the foregoing application; that she
has read the said application, or has heard it read, and knows the contents thereof;
and that each and all of the statements therein contained are true to her own knowledge,
except only such statements as are therein stated to be made upon information and
belief, and these statements she believes to be true.
Sworn to before me at-----, this----- day of-----, 19---

(Notary Public.)
(Justice of the Peace.)

DELAWARE.

[Laws 1917, ch. 227, as amended by Laws 1919, ch. 198.¹]

AN ACT To amend chapter 88, of the Revised Statutes of the State of Delaware by making provision for aid in the maintenance, support, and education of children in certain cases.

Be it enacted, etc.: SECTION 1. That chapter 88, of the Revised Statutes of the State of Delaware, is hereby amended by inserting after section eleven of said chapter, being code section three thousand and seventy-one, the following new section, namely:

SEC. 3071A. SEC. 11A. *Mothers' pension commission.*—The administration of this section shall lie in the hands of a mothers' pension commission. Said commission shall consist of nine women, three from each county, who shall serve without pay, except for traveling and administrative expenses. During the month of June, nineteen hundred and seventeen, the governor shall appoint said commission as follows: One from each county for a term of one year, one from each county for a term of two years, and one from each county for a term of three years. The term of office, after the first appointments made hereunder, shall be for three years, and annually, during the month of June, the governor shall appoint successors to fill the vacancies caused by the expirations of the terms of office. In case of vacancy caused by death, resignation, refusal to serve, or otherwise, the governor shall make appointments to fill such vacancy or vacancies for the balance of the unexpired term: *Provided, however,* That nor [not] more than three commissioners shall reside in any one county.²

On petition by any trustee of the poor, by a member of the municipal council of any incorporated city or town in this State, or by a friend or relative of the mother falling within the class hereinafter specified, the Mothers' Pension Commission of Delaware may make an order for aid in the maintenance, support, and education of the child or children of said mother as hereinafter provided.

Any widowed or abandoned mother of a child or children under fourteen years of age, who is unable, without aid, to support, maintain, and educate her child or children, or any mother whose husband is permanently, either physically or mentally, unable, without aid, to support, maintain, and educate such child or children, shall be deemed to be within the class described in this section.

Upon the filing of any petition as aforesaid, stating the facts and circumstances relative to the financial condition of any such mother, and praying the said Mothers' Pension Commission to make an order as aforesaid, the said Mothers' Pension Commission shall report the case to the members of the commission of the county wherein the mother resides; and, within thirty days of

¹ Amendment of 1919 increased the amount of aid from eight to nine dollars per month for one child and from four to five dollars per month for each additional child. The annual appropriation by the State was increased from \$7,500 to \$18,000.

² Members of Mothers' Pension Commission (Aug. 1, 1919): Newcastle county—Mrs. M. W. Ferguson, Wilmington (chairman); Miss M. T. Lockwood, Middletown; (one vacancy). Kent county—Mrs. R. L. Holliday, Dover; Miss C. C. Tschudy, Smyrna; Miss L. Woodruff, Milford. Sussex county—Miss J. Burton, Georgetown; Mrs. J. M. Lank, Milton; Mrs. I. L. Long, Selbyville. Executive secretary, Miss M. Elma Dame. Headquarters of commission, Public Buildings, Wilmington.

the receipt of such notice, the members of the commission of the county shall make or cause to be made, by a trained woman investigator, an investigation as to the following points:

(a) That the applicant for aid is a widowed or abandoned mother of a child or children under fourteen years of age, who is unable without aid to support, maintain, and educate such child or children, or a mother whose husband is physically or mentally unable without aid to maintain, support, and educate such child or children.

(b) That the mother is fit to bring up her child or children.

(c) That aid is necessary to enable her to bring up her child or children and to maintain a suitable home for them.

(d) That the child, or children, if physically and mentally able, attend school and have a satisfactory record from the teacher.

(e) That the mother has been a continuous resident, for a period of three years, of the State.

If the Mothers' Pension Commission, upon receipt of the written report of the investigation, shall deem it for the best interests of the family that the mother receive aid, the said Mothers' Pension Commission shall pay to the mother, or to such person as the Mothers' Pension Commission may designate, such sum as the said Mothers' Pension Commission shall deem proper to be used in aid of the maintenance, support, and education of such child or children, such payments to continue during such time as the said Mothers' Pension Commission shall specify: *Provided*, That no payment shall be made for the support of any child beyond the time when the law will permit such child to secure a general employment certificate. Such payments shall, in no case, exceed nine dollars (\$9) a month for a single child and five dollars (\$5) for each additional child in the same family, except for a limited period in case of sickness, or of some unusual condition requiring an increase thereof. The said Mothers' Pension Commission may, at the recommendation of the members of the commission of the county, vary the terms of such payments by directing the furnishing of food, clothing, or supplies, instead of the payment of money to the person aforesaid for the use and benefit of such child or children.

After the award of aid, the members of the commission of the county shall cause the family to be visited at least once in two months to see that the mother is properly caring for the child or children; that they are sufficiently clothed and fed, that they attend school regularly, and that they are receiving religious instruction.

The members of the commission of the county shall make a report each three months to the Mothers' Pension Commission which shall show:

(a) The number of families receiving aid.

(b) The number of visits made to each family, together with the number of children in each family, the number receiving aid, the amount paid for each child, and, in each case, a recommendation with regard to the continuance of aid, and any other information the said commission may desire.

It shall be the duty of the Mothers' Pension Commission to make a report each three months to the levy court of each county of all warrants drawn under this section on said county treasurer during the preceding three months.

The amount paid to a beneficiary under this section shall be on a warrant drawn by the Mothers' Pension Commission, or authorized agent thereof, on the county treasurer of the county in which such beneficiary resides. And the said county treasurer is hereby authorized and directed to pay the said warrants on the approval of the comptroller of said county out of any moneys he may have belonging to said county not otherwise appropriated.

The traveling and administrative expenses of the Mothers' Pension Commission shall be paid on warrants drawn by the Mothers' Pension Commission, or authorized agent thereof, on the State treasurer, and the said State treasurer is hereby authorized and directed to pay said warrants on the approval of the State auditor, from any moneys he may have belonging to the State and not otherwise appropriated: *Provided, however,* That the total amount of the traveling and administrative expenses of the said Mothers' Pension Commission shall not exceed three thousand dollars (\$3,000) in any one year.

On the first day of January of each year, the county treasurer shall certify, under oath, in duplicate, to the secretary of the State and to the State treasurer the amount paid out by such county during the preceding year under this section, and the State treasurer thereupon shall pay to the county treasurer of the said county, a sum equal to one-half of the amount paid out by such county; *Provided, however,* That the amount paid by the State to any county in any one year shall not exceed the sum of five thousand dollars (\$5,000).

That for the purpose of this section the sum of eighteen thousand dollars (\$18,000) shall be deemed and taken to be appropriated annually, beginning with the year nineteen hundred and nineteen, out of any moneys in the State treasury, not otherwise appropriated.

Approved, April 2, 1917; amendment approved, March 10, 1919.

the receipt of such notice, the members of the commission of the county shall make or cause to be made, by a trained woman investigator, an investigation as to the following points:

(a) That the applicant for aid is a widowed or abandoned mother of a child or children under fourteen years of age, who is unable without aid to support, maintain, and educate such child or children, or a mother whose husband is physically or mentally unable without aid to maintain, support, and educate such child or children.

(b) That the mother is fit to bring up her child or children.

(c) That aid is necessary to enable her to bring up her child or children and to maintain a suitable home for them.

(d) That the child, or children, if physically and mentally able, attend school and have a satisfactory record from the teacher.

(e) That the mother has been a continuous resident, for a period of three years, of the State.

If the Mothers' Pension Commission, upon receipt of the written report of the investigation, shall deem it for the best interests of the family that the mother receive aid, the said Mothers' Pension Commission shall pay to the mother, or to such person as the Mothers' Pension Commission may designate, such sum as the said Mothers' Pension Commission shall deem proper to be used in aid of the maintenance, support, and education of such child or children, such payments to continue during such time as the said Mothers' Pension Commission shall specify: *Provided*, That no payment shall be made for the support of any child beyond the time when the law will permit such child to secure a general employment certificate. Such payments shall, in no case, exceed nine dollars (\$9) a month for a single child and five dollars (\$5) for each additional child in the same family, except for a limited period in case of sickness, or of some unusual condition requiring an increase thereof. The said Mothers' Pension Commission may, at the recommendation of the members of the commission of the county, vary the terms of such payments by directing the furnishing of food, clothing, or supplies, instead of the payment of money to the person aforesaid for the use and benefit of such child or children.

After the award of aid, the members of the commission of the county shall cause the family to be visited at least once in two months to see that the mother is properly caring for the child or children; that they are sufficiently clothed and fed, that they attend school regularly, and that they are receiving religious instruction.

The members of the commission of the county shall make a report each three months to the Mothers' Pension Commission which shall show:

(a) The number of families receiving aid.

(b) The number of visits made to each family, together with the number of children in each family, the number receiving aid, the amount paid for each child, and, in each case, a recommendation with regard to the continuance of aid, and any other information the said commission may desire.

It shall be the duty of the Mothers' Pension Commission to make a report each three months to the levy court of each county of all warrants drawn under this section on said county treasurer during the preceding three months.

The amount paid to a beneficiary under this section shall be on a warrant drawn by the Mothers' Pension Commission, or authorized agent thereof, on the county treasurer of the county in which such beneficiary resides. And the said county treasurer is hereby authorized and directed to pay the said warrants on the approval of the comptroller of said county out of any moneys he may have belonging to said county not otherwise appropriated.

The traveling and administrative expenses of the Mothers' Pension Commission shall be paid on warrants drawn by the Mothers' Pension Commission, or authorized agent thereof, on the State treasurer, and the said State treasurer is hereby authorized and directed to pay said warrants on the approval of the State auditor, from any moneys he may have belonging to the State and not otherwise appropriated: *Provided, however,* That the total amount of the traveling and administrative expenses of the said Mothers' Pension Commission shall not exceed three thousand dollars (\$3,000) in any one year.

On the first day of January of each year, the county treasurer shall certify, under oath, in duplicate, to the secretary of the State and to the State treasurer the amount paid out by such county during the preceding year under this section, and the State treasurer thereupon shall pay to the county treasurer of the said county, a sum equal to one-half of the amount paid out by such county; *Provided, however,* That the amount paid by the State to any county in any one year shall not exceed the sum of five thousand dollars (\$5,000).

That for the purpose of this section the sum of eighteen thousand dollars (\$18,000) shall be deemed and taken to be appropriated annually, beginning with the year nineteen hundred and nineteen, out of any moneys in the State treasury, not otherwise appropriated.

Approved, April 2, 1917; amendment approved, March 10, 1919.

to the board of county commissioners, after an investigation and recommendation by the county school board, that there exists some special reason that it is for the best interest of any child, as well as for society, to continue said allowance for a longer period of time such allowance may be continued for such time as the justice of the case may demand. In all cases, however, when the mother remarries all allowances shall cease.

SEC. 5. *Aid to guardians of orphan children.*—The provisions of this act shall also be extended for the benefit of orphan children who are dependent on some female relative unable to support them, or to any such child or children under guardianship who are dependents or paupers and have no means of support.

SEC. 6. *Duties of county and State officials.*—In order to carry the provisions of this act into effect, it shall be the duty of the county school attendance officer, or like officer by whatever name called, to have direct supervision of the investigation of all cases, and he shall have the assistance of the bureau of education and child welfare of the State board of health to cooperate with the board of public instruction or social workers of each county in the State in investigating all persons entitled to the provisions of this act in the gathering of data and the history, and making a report on each case, and to this end the necessary blanks will be provided, and it shall be the duty of the board of child welfare and education of the State board of health to provide uniform blanks to be printed and paid for by the counties to be used in gathering and recording the history of each case.

SEC. 7. *Records to be kept.*—The history of each case when investigated by the board of public instruction, school attendance officer, or the nurse or social worker, of the county, or a committee hereinafter provided to be appointed, shall be made up in triplicate, the original to be filed with the board of county commissioners of the county, which shall include the recommendation of the board of public instruction of the county, and one copy shall be retained by the board of public instruction, and one copy forwarded to and filed with the bureau of child welfare and education of the State board of health.

SEC. 8. *Investigation and report—Final action with county commissioners.*—It shall be the duty of the board of public instruction of each county to require each nurse or social worker employed by said county board of public instruction or school attendance officer to carefully and speedily investigate the condition of any and all poor mothers' children, orphan and half orphan children, whose needs may be brought to their attention, and after having gathered the history of each case and recorded such history upon the blanks as hereinbefore required to be provided, to immediately place such report of such case before the board of public instruction of such county for its immediate action, and said board of public instruction shall examine such report and immediately transmit such application together with its recommendations to the board of county commissioners of the county for final action. The board of county commissioners shall immediately take up such application and grant or reject such application as that board in its judgment shall find the applicant entitled in this act.

SEC. 9. *Assistance from voluntary workers.*—In absence of a social worker or nurse, as provided for in section eight, in any county of the State, it shall become the duty of the board of public instruction, upon this act becoming a law, to immediately recommend for appointment three capable women, residents of such county, who will be willing to accept such appointment and serve without compensation, to investigate and report the cases of poor mothers, orphans and half orphan children entitled to the provisions of this act, and who shall serve *until a nurse or social worker or school attendance officer is employed, and such*

persons so appointed shall individually or collectively make their investigation of poor mothers, orphans and half orphans, in the same manner as nurses and social workers, as is provided for in section eight of this act.

SEC. 10. *Where child may reside.*—The child or children to whom the allowance is made under this act must be living with the mother, or other female guardian of such child or children unless special privilege of separation is authorized by the board of county commissioners, upon the recommendation of the board of public instruction for the sake of the child's education.

SEC. 11. *Act to be construed liberally.*—The provisions of this act shall be construed liberally to the ends that the best interest of all dependent children shall be conserved.

SEC. 12. *School attendance.*—All children receiving aid under the provisions of this act shall be required to attend the schools of the county during the whole term or terms of such schools, and upon failure of such children to attend schools for the whole term or terms thereof, the aid herein provided for such mothers and child or children shall cease without notice.

SEC. 13. *Penalty for fraud.*—Any person procuring an allowance under the provisions of this act, for a person or persons not entitled thereto shall be guilty of a misdemeanor and on conviction shall be punished by a fine of not more than one hundred dollars (\$100) or by imprisonment for a period of not more than six months, or by both such fine and imprisonment at the discretion of the trial judge.

SEC. 14. *Repeal.*—All laws or parts of laws in conflict with the provision of this act are hereby repealed.

SEC. 15. This law shall become effective upon its becoming a law.

Approved, May 31, 1919.

143973°—19—5

HAWAII.

[Laws 1919, act 129.]

An act to provide for the support of children of indigent, widowed, or abandoned mothers, and providing for local boards to administer such support.

Be it enacted by the legislature of the Territory of Hawaii: SECTION 1. *County boards of child welfare created.*—In each county or city and county of the Territory of Hawaii there is hereby established and created a board to be known as the Board of Child Welfare.

SEC. 2. *Membership.*—The said board shall be composed of five members, three of whom shall be men and two shall be women, who shall be appointed by the governor, in the manner prescribed in section 80 of the Organic Act. The judge or judges of the juvenile court or courts in each county and in the city and county shall be ex officio members of the representative boards of each county and of the city and county.

SEC. 3. *Term of office.*—The members of said board shall hold office for the period of four years; *Provided, however,* That on the first appointment of said board, the governor shall appoint two of the members of said board for four years, and the remaining members of the board for two years; and that thereafter all appointments shall be for four years.

SEC. 4. *Expenses.*—The members of the Board of Child Welfare, as herein provided, shall receive no compensation for their services as members of such board, but they shall be entitled to the actual and necessary expenses incurred by them in properly discharging their official duties either while making investigations or otherwise, which shall be paid out of the funds of the respective counties or cities and counties available therefor.

SEC. 5. *Organization and duties.*—The said board as herein provided, shall as soon as is convenient after this act becomes effective, organize and elect a chairman and appoint a clerk of the said board, who shall hold office subject to the pleasure of the said board. The said board may employ such officers and employees as may be provided for by the boards of supervisors of the respective counties or cities and counties. It may establish rules and regulations for the conduct of its business which shall provide for the careful investigation of all applications for allowances or the adequate supervision of all persons receiving allowances, and may provide for the making of reports by the officers, employees, and representatives of the board with respect to persons receiving allowances granted by the board. The said child welfare board shall report annually in detail to the board of supervisors of the respective counties or cities and counties the transactions of the board for the preceding fiscal year and if required by the boards of supervisors of the respective counties or cities and counties, more frequent reports must be given covering fractional parts of a year.

SEC. 6. *Board to submit estimates.*—The said child welfare board shall prepare and submit to the boards of supervisors of the respective counties or cities and counties an estimate of the funds required to carry out the purposes of this act, which said estimate shall be furnished to the said boards of supervisors at the semiannual or annual meeting of said board when the semiannual or annual budget or estimate of expenditures is prepared.

SEC. 7. Allowances to mothers.—A board of child welfare may in its discretion grant an allowance to any mother of one or more children who is a widow, or unmarried, or deserted by her husband, or whose husband is an inmate or patient of a territorial or other institution, providing the said mother is a resident of the county or city and county wherein the application is made and has been a resident of said county or city and county for a period of one year immediately preceding the application. Such allowance shall be made by a majority of votes of the board and may be increased, diminished, or totally withdrawn in the discretion of said board. Before granting an allowance under the provisions hereof, the said board shall determine that the mother is a suitable person to bring up her said children, and that the granting of such allowance is necessary to enable her to properly do so.

Allowances granted by the said boards shall be paid out of any moneys appropriated by the boards of supervisors of the respective counties or cities and counties for such purpose and the boards of supervisors of the respective counties or cities and counties shall appropriate and make available for the said board of child welfare and shall include in the semiannual or annual budget or estimate of expenditures such sum or sums as may be necessary to carry out the provisions of this act.

Applications for allowances under the provisions hereof may be made directly to the local board of child welfare by the mother applying for such allowance or by some suitable person acting on her behalf.

Allowances made by the board shall be for a period of not more than six months, but may be renewed from time to time at the same or different amounts for similar periods or less, either successively or intermittently, and may be revoked in the discretion of the said board.

The county attorneys or the city and county attorneys of the respective counties or cities and counties shall act as the legal advisors of the board in the respective counties, and whenever requested so to do by said boards in the case of any wife where husband has deserted her, prosecute all legal methods to obtain the return of such husband, and shall also whenever so requested by said boards represent such wife and in her behalf prosecute any and all civil actions or proceedings to compel such husband to support his wife and children, and provided that in any civil action or proceeding so instituted the county or city and county attorney shall file his certificate setting forth that he represents such wife upon request of said board, in which case no costs of court shall be required to be paid by such wife.

SEC. 8. County boards of supervisors to appropriate funds.—The boards of supervisors of the respective counties or cities and counties are hereby authorized and empowered to appropriate from time to time such sum or sums as may be necessary to carry out the provisions of this act, including expenses for administration and relief, and no board of child welfare shall expend or contract to expend, under the provisions of this act or otherwise, any public moneys not specifically appropriated therefor as herein provided.

SEC. 9. Penalty for fraud.—Any person who shall procure, directly or indirectly, any allowance for relief under the provisions of this act, for or on account of a person not entitled thereto, or shall knowingly or wilfully pay or permit to be paid any allowance to a person not entitled thereto, shall be deemed guilty of a misdemeanor and upon conviction thereof may be punished by a fine of not more than \$500 or by imprisonment for a period of not more than six months.

SEC. 10. This act shall become effective from and after the date of its approval.

Approved, April 25, 1919.

IDAHO.

[Laws 1913, chap. 73, as amended by Laws 1915, chap. 135.¹]

An Act To provide for the assistance and support of poor women whose husbands are dead or are inmates of the Idaho State penitentiary and who have a child or children dependent for support wholly or partly upon their labor and conferring jurisdiction thereof upon probate courts.

Be it enacted by the Legislature of the State of Idaho: SECTION 1. *Aid to needy mothers.*—The probate judge of each county shall have authority as hereinafter provided to make provision for the partial support of women whose husbands are dead, or whose husbands are prisoners, confined in the Idaho State penitentiary, or whose husbands are confined in a State insane asylum or the State Home for the Feeble-minded, when such women are poor and are the mothers of children under the age of fifteen (15) years, and such mothers and children reside in such counties.

SEC. 2. *Amount of allowance.*—The allowance of each of such women shall not exceed ten dollars (\$10.00) a month when she has but one child under the age of fifteen (15) years, and if she has more than one child under the age of fifteen (15), it shall not exceed the sum of ten dollars (\$10.00) a month for the first child and five dollars (\$5.00) a month for each of the other children under the age of fifteen years.

SEC. 3. *Conditions of allowance.*—Such allowance shall be made by the probate court and only upon the following conditions: (1) The child or children, for whose benefit the allowance is made, must be living with the mother of such child or children; (2) the allowance shall be made only when in the absence of such allowance, the mother would be required to work regularly away from her home and children, and when by means of such allowance, she will be able to remain at home with her children; (3) the mother must, in the judgment of the probate court, be a proper person, physically and mentally, for the bringing up of her children; (4) such allowance shall, be in the judgment of the court, be necessary to save the child or children from neglect; (5) no person shall receive the benefit of this act who shall not have been a resident of the county in which such application is made for at least two years next before the making of such application for such allowance: *Provided*, That the provisions of this act shall not apply to any child which has property of its own sufficient for its support.

SEC. 4. *Allowance paid out of county funds.*—Whenever the probate court shall determine that an allowance under this act shall be made, it shall make an order to that effect which order, among other things, shall set out in full the name of the mother, her place of residence, the names and ages of each of the children, and the amount allowed to each child. The court may, in its discretion, order the allowance paid to the mother or to an individual or organization approved by the court as trustee for her benefit. Upon presentation of such

¹ The amendment of 1915 extended the provisions of the law to women whose husbands were in State institutions for the insane or feeble minded. It also allowed the court to order payment to an approved individual or organization for the benefit of the mother as well as to the mother directly.

order, the county commissioners shall direct monthly warrants to be drawn therefor, which warrants shall be paid from the general funds of the county.

SEC. 5. *When allowance shall cease.*—Whenever any child shall reach the age of fifteen (15) years, any allowance made to the mother of such child for the benefit of such child shall cease. The probate court may, in its discretion, at any time before such child reaches the age of fifteen (15) years, discontinue or modify the allowance to any mother and for any child. If such husband shall have been confined in the Idaho State penitentiary, such allowance shall cease on his discharge or parole and whenever any woman on whose account any allowance shall have been made under the provisions of this act, shall marry, such allowance shall cease.

SEC. 6. *To whom law does not apply.*—The provisions of this law shall not apply to any woman who is not eligible under the provisions of section 1 hereof.

SEC. 7. *Penalty for fraud.*—Any person procuring, or attempting to procure, any allowance for a person not entitled thereto, shall be deemed guilty of a misdemeanor, and on conviction thereof shall be punished by a fine of not less than one hundred dollars (\$100) nor more than five hundred dollars (\$500), or by imprisonment in the county jail for a period of not more than one year, or by both fine and imprisonment.

SEC. 8. *Motion to set aside allowance.*—In each case where an allowance is made to any woman under the provisions of this act a judgment entry to that effect shall be entered upon the records of the probate court making such allowance and it shall be the right of any tax-paying citizen at any time to file a motion to set aside such judgment, and on such motion the probate judge shall hear evidence without a jury and his decision shall be final.

SEC. 9. *Repeal.*—All acts and parts of acts in conflict with this act are, in so far as they conflict, hereby repealed.

SEC. 10. *Reports.*—Between the first and thirtieth days of October of each year the probate judge shall submit to the governor a report in writing, upon blanks to be furnished by the State, showing the number of applications for allowances under this act; the number of pensions allowed; the number of children benefited by each allowance; the amount and duration of each allowance, and such other useful information regarding such applications as may be reasonably obtained at the hearing thereof; *Provided*, That the name or identity of any applicant or beneficiary shall not be disclosed in such report, and that such report shall not be published at State expense.

Approved March 5, 1913. Amendment approved March 15, 1915.

ILLINOIS.

[Laws 1913, pp. 127-130,¹ as amended by Laws 1915, pp. 243-245²; Laws 1917, pp. 220-222³; Laws 1919, p. 780.⁴]

An Act To provide for the partial support of mothers whose husbands are dead or have become permanently incapacitated for work by reason of physical or mental infirmity, when such mothers have children under fourteen years of age, and are residents of the county in which application for relief is made; and, also, to provide for the probationary visitation, care, and supervision of the family for whose benefit such support is provided.

Be it enacted by the people of the State of Illinois, represented in the general assembly: SECTION 1. *Jurisdiction.*—The juvenile court, or where there is no juvenile court, the county court in the several counties in the State, shall have original jurisdiction in all cases coming within the terms of this act.

SEC. 2. *Application for relief.*—A woman whose husband is dead and was a resident of the State of Illinois at the time of his death, or whose husband has become permanently incapacitated for work by reason of physical or mental infirmity, and [has] become so incapacitated while a resident of this State may file an application for relief under this act, provided such woman has a previous residence for three years in the county where such application is made and is the mother of a child or children.

SEC. 3. *Official investigation and report.*—Whenever an application for relief is filed the home of the applicant shall be visited by an officer of the court having jurisdiction of the matter, and the facts set forth in such application shall be investigated by such officer under the direction of the court, and a report and recommendation of the approval or disapproval of such application shall be made in writing by such officer to the court without any unnecessary delay.

SEC. 4. *Petition, form of.*—After the investigation of such application for relief by an officer of court and the filing of the report and recommendation thereon of such officer, such officer of court or any reputable and responsible person who has a residence in the county may file with the clerk of the court

¹ Superseded the "Funds to parents' act" of June 5, 1911, which provided that:

"If the parent or parents of such dependent or neglected child are poor and unable to properly care for the said child, but are otherwise proper guardians and it is for the welfare of such child to remain at home, the court may enter an order finding such facts and fixing the amount of money necessary to enable the parent or parents to properly care for such child, and thereupon it shall be the duty of the county board, through its county agent or otherwise, to pay to such parent or parents, at such times as said order may designate, the amount so specified for the care of such dependent or neglected child until the further order of the court." (Laws 1911, pp. 126-127.)

² Law as passed in 1913 limited the aid to mothers who were citizens. The amendment of 1915 permits aid to alien mothers who have declared their intention to become citizens but only for their American-born children under 14. The limit of \$50 for any family was raised to \$60.

³ The amendments of 1917 require the husband to have been a resident of the State at the time of his death or when he became incapacitated. Aid may be granted a mother who is a holder of or entitled to a homestead under the exemption laws of the State or has dower rights in real estate of which the value is not more than \$1,000. The act as passed in 1913 had prohibited aid to a mother owning any real property.

⁴ The amendment of 1919 increased the tax to be levied to provide funds for mothers' pensions from three-tenths of a mill to one mill on the dollar in counties of 300,000 population or less and not exceeding four-tenths of a mill in other counties.

having jurisdiction of the matter a petition in writing duly verified by affidavit setting forth such facts as are necessary under this act to give the court jurisdiction of the parties and of the subject matter, and setting forth such other facts, which, when found by the court to be true, shall be the basis upon which the order of relief is entered. It shall be sufficient that the affidavit is upon knowledge, information, and belief. A separate petition shall be filed for each child. The mother of such child and the county board of the county in which the petition is filed shall be made parties respondent to such petition.

SEC. 5. *Summons*.—Upon the filing of such petition a summons returnable not less than three days nor more than ten days after the date thereof shall issue to the respondents named in such petition requiring the mother with such child and all the respondents to appear at a place and time stated in the summons, which time shall be on the return day of such summons.

SEC. 6. *Service*.—Service of summons shall be made in the same manner as is provided for in the service of a summons in an act entitled "An act to regulate practice in courts of chancery," approved March 15, 1872, in force July 1, 1872.

SEC. 7. *New process*.—Whenever process shall not be returned executed on or before the return day thereof, the court may direct the clerk to issue an *alias*, *pluries*, or other process, returnable at a time ordered by the court.

SEC. 8. *Appearance—Hearing*.—The filing of a written appearance by a respondent shall render the service of summons on such respondent unnecessary. The court shall proceed to hear the cause upon the return day of the summons or upon a day thereafter to be fixed by the court without the formality of the respondents filing answers: *Provided*, All the respondents have either been served with summons or have their written appearance in said cause.

SEC. 9. *Hearing—Order of payment—Duty of county board*.—Upon the hearing in court of a petition under this act, the court, being fully advised in the premises finding the facts alleged in the petition to be true, may make an order upon the county board of the county to pay to the mother of the child or children in whose behalf the petition or petitions are filed an amount of money necessary to enable such mother to properly care for such child or children. It thereupon shall be the duty of the county board, through its county agent or otherwise, to pay to such mother at such times as said order may designate the amount so specified for the care of such child or children until the further order of the court.

SEC. 10. *Amount of allowance*.—The allowance made to such mother shall not exceed fifteen dollars per month when such mother has but one child under the age of fourteen years; and if she has more than one child under such age, the allowance to such mother may be such an amount as the court shall deem sufficient under the particular circumstances of the case: *Provided*, That in no event shall the relief granted to any one mother and children exceed the sum of ten dollars per month for each additional child: *Provided further*, That in no case shall the allowance made to any mother exceed the sum of sixty dollars per month.

SEC. 11. *Conditions upon which relief is granted*.—Such relief shall be granted by the court only upon the following conditions:

(1) The child or children for whose benefit the relief is granted must be living with the mother of such child or children; (2) the court must find that it is for the welfare of such child or children to remain at home with the mother; (3) the relief shall be granted only when in the absence of such relief the mother would be required to work regularly away from her home and children, or when in the absence of such relief it would be necessary to commit such child or children to a dependent institution, and when by means of such relief

she will be able to remain at home with her children, except that she may be absent for work a definite number of days each week to be specified in the court's order, when such work can be done by her without the sacrifice of health or the neglect of home and children; (4) such mother must, in the judgment of the court, be a proper person, physically, mentally, and morally fit, to have the care and custody of her children; (5) the relief granted shall, in the judgment of the court, be necessary to save the child or children from neglect; (6) a mother shall not receive such relief who is the owner of real property or personal property other than the household goods, but no mother who shall be the holder of, or entitled to, a homestead under the exemption laws of this State, or who is the holder of, or entitled to a dower right in real estate, provided the fair cash market value of said real estate is not more than one thousand (\$1,000) dollars, shall be denied relief under the provisions of this act; (7) a mother shall not receive such relief who has not resided in the county where the application is made at least three years next before making such application; (8) a mother shall not receive such relief if her child or children has or have relatives of sufficient ability, and who shall be obligated by the finding and judgment of a court of competent jurisdiction, to support them.

SEC. 12. *Relief for child between 14 and 16 years.*—Whenever any child shall arrive at the age of fourteen years any relief granted to the mother for such child shall cease: *Provided*, If a child of fourteen years of age be ill or is incapacitated for work, the mother shall receive funds for his care during such illness or incapacity for work until such child is sixteen years of age. The court may, in its discretion, at any time before such child reaches the age of fourteen years, modify or vacate the order granting relief to any mother and for any child.

SEC. 12a. *Residence.*—No mother who is not a citizen of the United States can receive relief under the provisions of this act unless such mother has filed application for citizenship papers or has made her declaration of intention to become a citizen of the United States, when in such case or cases such mother may be granted relief under the provisions of this act for each of her children as were born in the United States of America and are under the age of fourteen years.

SEC. 13. *Presence of husband.*—Whenever relief is granted or is about to be granted to a mother whose husband is permanently incapacitated for work by reason of physical or mental infirmity and the presence of such husband in the family is a menace to the physical and moral welfare of the mother or children, then the court may require that such husband be removed from the home and provision for his care made elsewhere, or failing to remove such husband or upon his refusal to be separated from his family, the court may, in its discretion, vacate the order granting relief, or refuse the relief asked for.

SEC. 14. *Probation officers.*—The court having jurisdiction in proceedings coming within the provisions of this act shall have the power to appoint one or more qualified persons of good character, who shall serve and be known as probation officers, during the pleasure of the court, and who shall be paid a suitable compensation by the county for their services, the amount thereof to be determined by the county board.

SEC. 15. *Duty of probation officers.*—It shall be the duty of such officers to investigate all applications for relief and make a written report of such investigation with their recommendations.

After granting of relief to any mother for the support of her children it shall be the further duty of such officers to visit and supervise, under the direction of the court, the families to which such relief has been granted and

to advise with the court and to perform such other duties as the court may direct in order to maintain the integrity of the family and the welfare of the children.

SEC. 16. *Levy of tax—Limitation.*—The county board in each county shall levy a tax not to exceed one mill on the dollar annually on all taxable property in the county, in counties having a population of not more than 300,000 inhabitants, and not to exceed four-tenths of a mill annually on all taxable property in the county, in counties having a population of over 300,000 inhabitants, such tax to be levied and collected in like manner with the general taxes of such county, and to be known as a mothers' pension fund; which said tax shall be in addition to all other taxes which such county is now, or hereafter may be authorized to levy on the aggregate valuation of all property within such county, and the county clerk, in reducing tax levies under the provisions of section 2 of an act entitled, "An act concerning the levy and extension of taxes," approved May 9, 1901, in force July 1, 1901, as subsequently amended, shall not consider the tax for said mothers' pension fund, authorized by this act, as a part of the general tax levy for county purposes, and shall not include the same in the limitation of three (3) per cent of the assessed valuation upon which taxes are required to be extended. The provisions of this section relating to the power to levy taxes, however, shall extend only for a period of three years beginning with the year A. D. 1919.

SEC. 17. *Partial relief.*—Should the fund herein authorized be sufficient to permit an allowance to only a part of the mothers coming within the provisions of this act, the court shall select, in its discretion, those in most urgent need of such allowance.

SEC. 18. *Penalty for fraud.*—Any person or persons fraudulently attempting to obtain or fraudulently obtaining any allowance for relief under this act shall be deemed guilty of a misdemeanor and on conviction thereof shall be punished by a fine of not less than five dollars nor more than two hundred dollars, or imprisoned in the county jail for a period of not to exceed six months, or both.

SEC. 19. *Repeal.*—All acts or parts of acts inconsistent herewith are hereby repealed.

Approved June 30, 1913. Amendments approved June 28, 1915; June 11 and 26, 1917; June 21, 1919.

[Forms used in Juvenile Court of Cook County (Chicago).]

APPLICATION CARD.

Surname.....	Man's first.....	Woman's first.....	Date of application.....
Alias.....		Other names needed for identification.....	Social state.....
Cross references.....			

State of Illinois, County of Cook, ss:

_____ being first duly sworn, on oath doth depose and say that the written statements under the various printed headings on the opposite side of this application card were voluntarily made by the affiant and written thereon by direction of this affiant and that the statements thereon, both written and printed, are true in substance and in fact.

Subscribed and sworn to before me this ____ day of ____ A. D. 19__.

_____, Notary Public.

REPORT OF INVESTIGATOR.

Previous addresses.	Rent.	When.	How long.	Previous addresses.	Rent.	When.	How long.

Employer.	Address.	Of No.	Wages.	R., I., or S.	Date.		Position.	Department.	Foreman.
					From—	To—			

Agencies and persons interested.	Address.	Capacity.	Date.	Disabilities.	Of No.	Date.
				Accident.....		
				Chronic physical disability		
				Epilepsy.....		
				Insanity.....		
				Subnormal mind.....		
				Industrial accident.....		
				Occupational disease.....		
Institutional care of.		Of No.	Date.	Tuberculosis.....		
				Venereal disease.....		
				Maternity.....		
				Imprisonment.....		
				Death.....		

IDENTIFICATION CARD.

[Used for purpose of registration with other departments of the court.]

Surname ——. Date of first report ——.

First names.	Address.	Dept.	Officer.
1. F 2. M 3. 4. 5.	6. 7. 8. 9. 10.		

OTHER REPORTS.

Dates.	Name of child complained of.	Address.	Dept.	Officer.

[Report blank.]

PARTIAL REPORT OF INVESTIGATION ON COMPLAINT NO. _____.

Name _____ Address _____ Parties consulted and information received _____ Date, _____, 191—. Action taken _____. _____, Probation Officer.

REPORT OF WORK DONE IN THE CASE OF PAROLED WARD.

Date, _____.

Name.	Docket number.	Address.

_____, Probation Officer.

[Petition for funds.]

State of Illinois, county of Cook, ss. In the circuit (juvenile) court of Cook County. _____, Term 19—.

To the honorable the judges of the circuit court of Cook County, in chancery sitting:

1. Your petitioner, _____, respectfully represents unto your honors that your petitioner is a reputable and responsible person and a resident of said county. Your petitioner further represents that _____ is a female child under fourteen years of age and of the age of _____ years on the _____ day of _____, A. D. 19—, now within the said county, and is a dependent child in this, that —he has not sufficient means of subsistence.

2. Your petitioner further represents that said child is living with its mother, _____; that her residence is _____; that the father of said child is (a) dead (b) permanently incapacitated for work by reason of physical or mental infirmity.

3. Your petitioner further shows that _____, the mother of said child, is a citizen of the United States of America and a resident of said county for three years next before the date of application for relief upon which this petition is based; that she is a proper person, physically, mentally, and morally fit to bring up said child and that she does not own any real or personal property other than the household goods; that she is poor and unable without financial aid and assistance to properly care for the said child, but is otherwise a proper guardian of said child, and the relief prayed for herein is necessary to save said child from neglect.

4. Your petitioner further represents that said child has no relatives of sufficient ability to support it.

5. Your petitioner further represents that it is for the welfare of said child and for the best interests of the people of the State of Illinois that said child should remain at home with its mother.

6. Your petitioner prays that the said _____ and the board of commissioners of Cook County, Illinois, and each of them who are hereby made parties defendant hereto, be required to personally be and appear before this honorable court on the _____ day of _____, 19—, at the hour of _____ m., and then and there have said child in open court and answer this petition forthwith, and show, if they or either of them can, why the said child should not be and remain a ward of this honorable court, and that upon the hearing of this cause this honorable court will order and direct the board of commissioners of Cook County, Illinois, through the county agent, or otherwise, to provide and furnish to the mother of said child such necessary financial aid and assistance as will enable her to properly care for the said child at home, and that this honorable court will make such other orders in regard to the visitation and supervision of said child as may be necessary to maintain the integrity of the family home and the welfare of the said child, and make such other and further orders in this cause as to your honors shall seem meet and according to equity and good conscience and according to the statute in such case made and provided.

May it please your honors to grant unto your petitioner the writ of summons out of chancery, directed to the sheriff or any probation officer of said county therein, and thereby commanding him to summon the said defendant, _____, and the board of commissioners of Cook County, Illinois, to personally be and appear before this honorable court on the _____ day of _____, A. D. 19—, at the hour of _____, and that they then and there have said _____ in open court.

_____, Attorney for Petitioner.

State of Illinois, county of Cook, ss.

_____, being first duly sworn, deposes and says that affiant has read the above and foregoing petition by affiant subscribed and knows the contents thereof, and that the same is true to the best of affiant's knowledge, information, and belief.

Subscribed and sworn to before me this _____ day of _____, A. D. 19—. _____, Clerk.

HISTORY SHEET.

Name of child..... Age.....
 Name of child..... Age.....
 Name of child..... Age.....
 Name of child..... Age.....
 Name of child..... Age.....
 Father's name, nationality, and creed.....
 Address.....
 Mother's name, nationality, and creed.....
 Address.....
 Mother's earning capacity.....
 Probation Officer.

SUMMONS.

State of Illinois, Cook County, ss. In the circuit court of Cook County (juvenile court).

The people of the State of Illinois, to the sheriff or any probation officer of Cook County, greeting:

We command that you summon _____ and all whom it may concern, if ~~he~~ shall be found in your county, personally to be and appear before the circuit court of Cook County before the honorable _____, one of the judges thereof, designated to hold and holding juvenile court thereof, in the juvenile court room at the courthouse, in room 1007, in Chicago, in said county of Cook, on the _____ day of _____, A. D. 191____, at _____ o'clock _____ m. to answer unto the petition of _____ heretofore filed in the office of the clerk of said court, alleging that _____, now in the custody and control of the said _____, is a ^{dependent} ~~delinquent~~ child and that ~~he~~ then and there have the said child in open court.

And have you then and there this writ, with an endorsement thereon in what manner you shall have executed the same.

Witness, _____, clerk of the said court, and the seal thereof, this _____ day of _____, 191____.

_____, Clerk.

Served this writ on the within named _____ by reading the same to _____ and at the same time delivering a copy thereof to _____ this _____ day of _____, 191____.

Served this writ on the within named _____ by leaving a copy thereof at _____ usual place of abode, with _____, a member of _____ family of the age of ten years and upwards, at the same time informing _____ of the contents thereof.

The other within-named defendants not found in my county.

APPEARANCE OF PRESIDENT OF COUNTY BOARD.

State of Illinois, county of Cook, ss. In the circuit court of Cook County.

In the matter of _____ (alleged dependent), juvenile No. _____, I, _____, president of the county board, do hereby enter my appearance herein waiving service of notice.

ORDER ON COUNTY BOARD TO GRANT RELIEF.

DECREE, DEPENDENT _____ ON PROBATION.

CHICAGO, _____, 191____.

In the matter of _____, juvenile No. _____.

This cause now coming on to be heard upon the petition for relief filed herein and the appearance of the defendants, the board of commissioners of Cook County, Illinois, and _____, and the child _____, being now here in open court in his own proper person, and the defendants, the board of commissioners of Cook County, Illinois, and _____ being also here in open court, and the court having heard all the evidence adduced and being fully advised in the premises, finds:

That it has jurisdiction of all the parties to this cause and the subject matter hereof: that the petitioner is a reputable person and a resident in the County of Cook and State of Illinois, and that _____ is a ^{female} ~~male~~ person under the age of fourteen years and of the age of _____ years on the _____ day of _____, A. D. 19____, now within said county and living with its mother, and is a dependent child in this that it has not sufficient means of subsistence as alleged in the petition herein.

The court further finds that the father of said child is (a) dead; (b) permanently incapacitated for work by reason of physical or mental infirmity; that _____, mother of said child, is a citizen of the United States of America and is and has been a resident of said county for three years next before the date of the application for relief herein and that she is a proper person physically, mentally, and morally fit to bring up said child; that she does not own any real or personal property other than the household goods; that she is poor and unable without financial aid and assistance to properly care for said child, but is otherwise a proper guardian of said child, and that the relief prayed for herein necessary to save said child from neglect.

The court further finds that all the material allegations in the petition herein are true and proven as therein alleged.

The court further finds that it is for the welfare of said child and for the best interest of the people of the State of Illinois that said child should remain at home with its mother.

And the court further finds upon testimony heard in open court that the sum of _____ dollars per month is the amount of money necessary to enable the mother to properly care for said child at home.

It is, therefore, ordered that the said _____ be and remain a ward of this court and that said ward go hence and be and remain with _____, mother of said child, subject to the friendly visitation and supervision of the chief probation officer of this court or such assistant probation officer of this court as may from time to time be designated by him.

It is further ordered, adjudged, and decreed that the sum of _____ dollars per month be, and hereby is, fixed by the court as the amount of money necessary to enable the mother to properly care for said child at home, and that the board of commissioners of Cook County, Illinois, through its county agent, or otherwise, be, and hereby is, directed and ordered to pay to _____, mother of said child, the sum of _____ dollars per month, beginning _____, until further order of court.

And the court hereby retains jurisdiction of this cause for the purpose of making such further or other orders herein for the welfare of said child as may from time to time be found to be in accordance with equity and in accordance with the statute in such case made and provided.

Enter _____
Judge of the Circuit (Juvenile) Court of Cook County, Illinois.

IDENTIFICATION CARD.

[Made out in triplicate in 3 colors; red one given to woman, yellow to county agent, white filed in funds department.]

Present this card at office of Cook County agent, 213 So. Peoria Street, on the 5th day of each month.

IDENTIFICATION.

In the matter of _____, juvenile No. _____.

(Reverse side.)

(Signature of parent.)

CHICAGO, _____.

County Agent of Cook County, Illinois.

DEAR SIR: I hereby certify that the foregoing is the signature of Mrs. _____, who by order of the juvenile court entered on the _____ day of _____, A. D. 19____, is entitled to relief under the "funds to parents act" for h— above-named children.

Chief Probation Officer of the Juvenile Court.

SCHOOL STANDING AND ATTENDANCE BLANK, _____ SCHOOL.

CHICAGO, ILL., _____, 19____.

In the matter of _____ Address _____.

The records of this school for the month ending _____, 19____, in the case of the above-named child show the following:

Attendance { Absences excused _____.
Absences unexcused _____.
Scholarship _____.
Department _____.
Grade _____.

Remarks _____.

(Signed) _____, Principal.

REPORT OF WORK DONE IN THE CASE OF PAROLED WARD.

Date, _____.

Name.	Docket number.	Address.

_____, Probation Officer.

ORDER INCREASING OR DECREASING GRANT PREVIOUSLY ALLOWED.

State of Illinois, county of Cook, ss. In the circuit (juvenile) court of Cook County.

In the matter of _____, a dependent. Juvenile No. _____.

This cause duly coming on for a hearing and it appearing to the court that it has jurisdiction of all the parties to this cause and the subject matter hereof;

And it further appearing to the court from the evidence that the sum of _____ dollars per month heretofore fixed by the court as the amount of money necessary to enable the defendant parent herein to properly care for the above-named child at home is _____ sufficient for that purpose:

It is therefore ordered that the order of payment (under the funds to parents heretofore on the _____ day of _____, 19____, entered herein, be, and the same is be amended so that from and after the _____ day of _____, 19____, the same shall res follows, to wit:

It is therefore ordered, adjudged, and decreed that the sum of — dollars per month be, and hereby is, fixed by the court as the amount of money necessary to enable the parent to properly care for said child at home and that the board of commissioners of Cook County, Illinois, through its county agent or otherwise, is hereby directed and ordered to pay to —, parent, the sum of — dollars per month, beginning —, until further order of court.

Enter —, —, —, Judge.

NOTICE OF MOTION TO STAY PAYMENT.

State of Illinois, county of Cook. In the circuit (juvenile) court of Cook County, Illinois.

In the matter of —. Juvenile No. —.

To — and —, defendants in the above entitled cause:

Please take notice that on — the — day of —, A. D. 19—, at the hour of — m., or as soon thereafter as I can be heard before his honor, Judge —, at his court room at the courthouse in room 1007, in Chicago, in said county, I shall move the court to stay further payment under the "funds to parents act" under the order heretofore on the — day of —, A. D. 19—, entered herein at which time and place you may appear if you see fit.

Served the within notice on the named —, —, defendants, by reading the same to —, at the same time delivering a copy thereof to —, this — day of —, 19—.

[The above notice is also used for the increasing or decreasing of funds after first grant and for continuing funds after child is 14 years old, if incapacitated.]

ORDER STAYING PAYMENT.

State of Illinois, county of Cook, ss. In the circuit (juvenile) court of Cook County.

In the matter of —. Juvenile No. —.

This day comes — and enters herein his motion to stay further payment under the funds to parents act under the order heretofore on the — day of —, 19—, entered herein.

And thereupon this cause coming on to be heard on said motion and it appearing to the court that due service of said motion has been had on the defendants —, —, and said defendants —, —, —, being now here in open court —.

The court after hearing all the evidence adduced and being fully advised in the premises hereby sustains said motion.

It is therefore ordered that further payment under the "funds to parents act" by order of court heretofore on the — day of — entered herein be, and the same is hereby stayed until further order of court and this cause hereby stands continued.

Enter —, —, —, Judge.

INDIANA.

[Laws 1919, ch. 95.]

An Act To amend section 5 of an act entitled "An act to establish a board of children's guardians in each county, etc."

SEC. 5. Care of wards—May be boarded with own mother.—The board of county commissioners may provide and maintain a house of suitable size and convenience for the accommodation of the children placed under the custody and control of such board; said house to be approved by said board of children's guardians; shall pay such agents and assistants as may be deemed necessary by said board of children's guardians and the circuit court of such county, and appointed by said board of children's guardians, with the approval of the circuit court of such county, and shall pay all other expenses of said board and all expenses incident to the maintenance of said home except those for food and clothing, which shall be paid by said board from an allowance which shall be made for it by the board of county commissioners, to the amount of not more than the legal per diem for each child under the care of such board of children's guardians, kept in said house or maintained outside of said house.

And said board shall have authority, when it deems it best for any child or children, to keep them outside of such house, so long as the best interests of such child or children shall require, and said board shall have full power to contract for such outside care. In all cases where the said board deems it advisable and for the best interest of such child or children, it may provide that such child or children may be placed under the care of their mother and that she shall be allowed such compensation therefor as the board may fix, not exceeding the legal per diem for each child allowed for the care of the wards of such board.

The county council shall appropriate and the county commissioners shall allow the funds necessary to carry into effect the provisions and purposes of this act.

Approved March 13, 1919.

The board of children's guardians act as revised 1901 (secs. 3657–3664, Burns' Annotated Indiana Statutes, 1914) provides "That in each county of this State there may be created a board composed of six persons, three of whom shall be women, and every member of which shall be a parent, which board shall be a body politic and corporate, known as the board of children's guardians of ----- county, and in such name may sue and be sued. The members of such board shall be appointed by the circuit court of such county, and shall serve without compensation." The law gives to such board the "care and supervision of neglected and dependent children under fifteen years of age domiciled in the county for which it is created," with power to take under its control, after commitment by the circuit court, "any children abandoned, neglected, or cruelly treated by their parents, children begging on the streets, children of habitually drunken or vicious and unfit parents, children kept in vicious or immoral association, children known by their language and life to be vicious or incorrigible, juvenile delinquents, and truants." Such children

child or children, together with the amount of income therefrom, and stating that she is financially unable to support and educate such child or children, and stating that she is a widow, or that her husband has abandoned her, and stating the date of abandonment, or that the husband is mentally or physically unable to earn a living for himself and family, or that the husband is confined in one of the State institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavit of two disinterested householders of the township in which such mother is a resident, setting forth the same facts and that the mother is a woman of good moral character and a fit person to have the care and custody of such child or children, and thereupon and before granting any such allowance or pension provided for in this act, the board of county commissioners shall name and designate three reputable women, in no way related to such applicant, residing in the township or city where such applicant resides, who shall, without compensation, investigate such applicant and report in writing to said board of county commissioners under such rules and regulations as the court may prescribe or require. And after a full investigation, if said board of county commissioners shall find that unless relief is granted the mother will be unable to properly support and educate her child or children, or that they may become a public charge, and that the statements alleged in the application are true, it shall make an order finding and determining such facts and thereby and therein fixing and determining the amount of money which it deems necessary for the county to contribute toward the support of such mother, child or children, and that such sums of money or so much thereof as the board of county commissioners shall deem necessary and proper shall be paid to such mother for said child or children as directed and prescribed by the board of county commissioners: *Provided*, That any such payments of money may be increased temporarily by the board of county commissioners in case of sickness or unusual condition, and decreased in like manner when deemed unnecessary: *And provided further*, That the court may, in its discretion, order the amount of aid to be given in supplies instead of money.

SEC. 2. Payment out of county funds.—A certified copy of such findings and order of the board of county commissioners shall be filed with the county clerk of the county where such proceedings are had, and thereupon and thereafter, and so long as such order remains in force, it shall be the duty of the county clerk each month to draw his warrant on the general fund of the county in favor of the person and for the amount specified in such findings and order. Such warrants shall be delivered to the person designated in said findings and order upon the executing of a duplicate receipt therefor, one to be filed with the juvenile court, and one to be filed with the county clerk. It shall be the duty of the county treasurer to pay such warrants out of the funds in the general revenue fund of the county when properly presented. But nothing in this act shall be construed as repealing any laws now in force giving the county commissioners powers to grant aid to the poor in their respective counties: *Provided*, That it shall be unlawful for any attorney to receive any fee for bringing the proceedings in the juvenile court provided herein.

SEC. 3. Jurisdiction.—The board of county commissioners in each of the several counties of the State shall have jurisdiction of all cases coming under the provisions of this act.

SEC. 4. Repeal.—That section 1 of chapter 261 of the Session Laws of 1915 as amending section 6624 of the General Statutes of 1915 be and the same hereby is repealed.

SEC. 5. When act takes effect.—That this act shall take effect and be in force from and after its publication in the statute book.

Approved March 13, 1917.

MAINE.

[Laws 1917, ch. 222 as amended by Laws 1919, ch. 17.]¹

An Act to provide for mothers with dependent children.

Be it enacted by the people of the State of Maine: SECTION 1. *Aid to poor mothers.*—Every city and town shall, subject to the provisions hereinafter contained, render suitable and needful aid to any mother residing therein, with a dependent child or children under the age of sixteen years, who needs and desires such aid to enable her to maintain herself and children in her home and who is fit and capable, mentally, morally, and physically to bring up her children.

SEC. 2. *Residence.*—This act shall apply to all mothers and their dependent children who may have a settlement in this State, or who shall have resided in the State for not less than five consecutive years next prior to making application for aid. No mother, nor any of her children shall acquire a settlement or be in process of acquiring a settlement while receiving aid nor be deemed a pauper by reason of receiving such aid.

SEC. 3. *Amount of aid.*—The aid to be furnished hereunder may be furnished either in money or supplies or both.

SEC. 4. *State board of mother's aid—Municipal boards.*—A State board of mother's aid hereinafter referred to as the "State board" is hereby created to serve without compensation, and to consist of the members of the State board of charities and corrections, ex officio. The secretary of said State board of charities and corrections shall be ex officio secretary of the State board of mother's aid, and serve without additional compensation as such.

In each city, town, and plantation there shall be, and hereby is, created a municipal board of mother's aid, hereinafter referred to as the "municipal board" to consist of the overseers or board of overseers of the poor ex officio, unless the city by ordinance or the town or plantation by vote upon warrant shall provide for a special board of not fewer than three persons, one of whom at least shall be a woman, appointed or elected for three-year terms, one term expiring each year, to serve as such "municipal board." The members of such municipal board shall serve without compensation as such.

The municipal board shall keep a record of all applicants investigated, visit regularly or cause to be visited by some agent in their behalf the home of each mother aided hereunder; see that her children are actually living with her in her home, observe the conditions of the home and of the family, and make and keep a record of such visits and any fact observed which bears upon the necessity or advisability of continuance of aid under this act and report the same to the State board.

SEC. 5. *Application—Penalty for fraud.*—Any mother entitled thereto needing and desiring aid herein provided for may apply therefor personally or by letter

¹ The amendment of 1919 raised the age of the children who might be aided from 14 to 16 years and extended the provisions of the act to include mothers who could prove settlement in the State though not five years' residence prior to filing application. The law was further amended by striking out the limit of \$10 per month for one child and \$4 for each additional child and leaving the amount of aid to be determined by the State and municipal boards after a study of the family's needs and resources.

to said municipal board. The board shall thereupon cause the applicant to fill out and sign an application blank or shall fill out the same from information furnished by the applicant who shall sign it, in which shall be stated: First, name of the applicant and that of her husband, the time and place of her marriage, and whether her husband is living or deceased; second, the names and ages of her children, whether those under compulsory school attendance are attending and what school, and if not, the reason of such nonattendance; third, her present residence and address, the length of time she has been a resident of this State and where she has resided therein; fourth, the nature and amount of any property possessed by herself or her husband, if living, and her children, and the extent and source of their income and hers; fifth, the names and addresses of her near relatives and those of her husband, and of one or more persons to whom reference may be made for information; sixth, a statement that the applicant will agree to employ all aid received by her under this act solely for the support of herself and her children under the age of sixteen years, and for their proper upbringing in her home. The board may, if it deems proper, require any such application and the statements made therein to be substantiated by the oath or affirmation of the applicant.

Any person who shall knowingly, wilfully, and with intent to deceive, make any false statement in said application blank shall be punished by a fine of not more than five hundred dollars or by imprisonment not exceeding one year, or both.

SEC. 6. Investigation.—When such application has been made to the municipal board, it shall forthwith make careful investigation by personally interviewing the mother in her home, looking up her references, and pursuing such other sources of information as are available, for the purpose of determining, first, the truth of the statements contained in her application; second, whether she is a fit and capable person to bring up her children, and whether the inmates and surroundings of her household are such as to render it suitable for her children to reside at home; third, whether the child or children of the applicant are attending school, and if not, why; fourth, whether, under all the circumstances, considering her own resources and the ability of any member of her family to contribute to her support, the possibility of receiving aid from other relatives, individuals, agencies, or child-welfare organizations, and the possibility of compelling contributions by any person under legal obligations so to do, such mother is in need of aid under the provisions of this act, and if so, in what amount.

SEC. 7. Report to State board—Payment.—The municipal board shall thereupon file with the State board a copy of said application and a written report embodying the results of their investigation and their recommendations thereon, and the State board shall determine all matters in question, and communicate in writing its decision to the municipal board. If the applicant is held entitled to aid, the State board shall determine its character and amount, which may be less than, but shall not exceed, the amount recommended by the municipal board. The town shall thereupon, pursuant to such decision, pay the same in money or its value to the applicant, or to some person designated by the State board upon the recommendation of the municipal board, who shall expend it for the purposes and in the manner set forth in the decision. The State board may revise its decision whenever it deems it necessary or equitable so to do, but shall not increase the amount of aid previously awarded except with the consent of the municipal board, nor decrease it without giving said board opportunity to be heard.

SEC. 8. Appeal to State board.—If the said municipal board shall fail for thirty days to act upon and report upon said application, the said mother may make

application for aid to the State board who shall communicate with the municipal board, and if the municipal board shall thereafter neglect or fail to act for a period of ten additional days the State board itself shall proceed to investigate the merits of said application and to determine what, if any, aid shall be awarded the applicant, and the decision of said State board shall be of the same effect and validity as if the municipal board had in the first instance proceeded according to sections five, six, and seven of this act. The expenses incurred by the State board by reason of the default of the municipal board shall be audited by the State auditor and paid by the State treasurer, who shall collect said amount of the town in which the municipal board so failing to act as aforesaid is located, by an action at law in the name of the State.

SEC. 9. *Action in cases of desertion.*—In any case when application for aid hereunder is made by a mother who has a husband living, who is able by means of his property or labor to contribute to her support and that of her children, but who wilfully neglects or refuses so to do, or who has deserted her or her children, it shall be the duty of the municipal board of the town where the applicant resides to advise the mother in making complaint to compel such husband to contribute to the support of his said wife and children, under the provisions of sections thirty-eight to forty-one inclusive of chapter one hundred twenty of the revised statutes, or in filing a petition under the provisions of section nine of chapter sixty-six of the revised statutes; and until such proceedings have been begun, and are being prosecuted in good faith to the satisfaction of the municipal and State boards, and until, in cases of desertion, at least one year has elapsed from date of commencement of such desertion, no aid shall be given under the provisions of this act.

SEC. 10. *Supervision by State board.*—The State board shall have general supervision over the administration of the provisions of this act, and shall prescribe appropriate forms for application, reports, and other proceedings required by the act; said board shall keep a record of all cases reported to it hereunder and action taken by it in relation to the same; and shall keep on file all reports made to it by municipal boards; it shall see that families aided hereunder are visited as herein required and shall have access to any records of the municipal boards or of the overseers of the poor relating to any proceedings hereunder. In order to aid the State board in determining any questions presented to it for decision by any municipal boards under the provisions of this act, it may, in addition to their reports, make further investigation in such manner as it may deem best. It shall embody a statement concerning the work done hereunder in the annual report of the State board of charities and corrections.

SEC. 11. *Reimbursement by State.*—Any city, town, or plantation rendering aid under the provisions of this act, shall be reimbursed by the State for one-half of the amount expended after approval by the State board and State auditor of its bills. If the mother so aided has no settlement the city or town shall be reimbursed for the total amount of the aid given after approval of the bill as aforesaid. If the mother so aided has a lawful settlement in another city or town, the amount of such aid rendered may be recovered by the city or town giving it in an action against the city or town liable therefor, provided the city or town so liable was notified in accordance with the requirements of section thirty-three of chapter twenty-nine of the revised statutes, or against the kindred of the mother and children so aided in the manner provided by section thirty-three.

SEC. 12. *Appropriation.*—For the purpose of reimbursing the cities or towns as provided in this act there is hereby appropriated from the State treasury, the sum of thirty-five thousand dollars, ten thousand dollars for nineteen hundred and seventeen and twenty-five thousand dollars for nineteen hundred and

eighteen, provided that any unexpended balances of the amount appropriated for nineteen hundred seventeen may be expended for the purposes of this act in nineteen hundred and eighteen.

Sec. 13. *Repeal.*—All acts and parts of acts inconsistent herewith are hereby repealed.

Approved, April 7, 1917. Amendment approved, February 27, 1919.

[Forms in Use by State Board of Mothers' Aid.]

APPLICATION FOR AID BY MOTHER WITH DEPENDENT CHILDREN.

Name of applicant_____Date_____

Residence_____P. O. address_____

Date of birth_____Birthplace_____

Full name of husband_____Whereabouts if living_____

Date of his birth_____Birthplace_____

Date of marriage_____Where married_____

By whom_____

If husband is deceased, date of death_____, place of death_____

Cause of death_____

If living what incapacitates him _____

If divorced, by what court_____when_____

If deserted on what date_____

What court action for nonsupport has been taken and when _____

DEPENDENT CHILDREN (UNDER 16 YEARS OF AGE).

Name.	Date of birth.	Birthplace.	School grade.	Attending what school.
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

CHILDREN 16 YEARS OF AGE AND OLDER.

Date.	Date of birth.	Birthplace.	Residence.	Wages.	Where employed.
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____

RELATIVES OF APPLICANT.

Name.	Size of family.	Residence.	Aiding Applicant?	Able to aid?
Father_____	_____	_____	_____	_____
Mother_____	_____	_____	_____	_____
Sisters_____	_____	_____	_____	_____
Brothers_____	_____	_____	_____	_____
Others_____	_____	_____	_____	_____
(State Relationship)				

RELATIVES OF HUSBAND.

Name.	Size of family.	Residence.	Aiding Applicant?	Able to aid?
Father_____	_____	_____	_____	_____
Mother_____	_____	_____	_____	_____
Sisters_____	_____	_____	_____	_____
Brothers_____	_____	_____	_____	_____
Others_____	_____	_____	_____	_____
(State Relationship.)				

LIST ALL ABSENCES FROM THE STATE IN LAST FIVE YEARS.

Date of departure.	Place visited or resided in.	Reason.	Date of return.
_____	_____	_____	_____
_____	_____	_____	_____

Give Address in Maine for Past Five Years.

Number of rooms in house of applicant _____ Rental per month _____
Name of owner _____ Address of owner _____

MEMBERS OF HOUSEHOLD OTHER THAN APPLICANT'S CHILDREN.

Name.	Age.	Relationship.	Pay how much	or	Why not paying.
-------	------	---------------	--------------	----	-----------------

REAL ESTATE OWNED BY APPLICANT, OR HER HUSBAND, OR HER CHILDREN.

(Underscore the owner.)

Location	Acres
Estimated value	Assessed value
Taxes per year	Amount abated
Amount of mortgage	Held by whom
Rate of interest	Water rates
State of repair	Fire insurance
	Equity in property

BANK BOOKS.

In name of.	Amount.	Name of bank.
Applicant		
Husband		
Children (give names) :		
What money is otherwise invested?		
Are there any trust funds?	How much?	
Is there any paid up insurance?	How much?	
Is any compensation, pension, or benefit received?	What?	
	How much?	

INSURANCE PAID BY FAMILY.

Paid by whom?	Total sum insured for.	Name of company.	Amount of weekly payments.	On whose life?	To whom payable?

Amount of insurance received at death of husband, \$-----					
Amount now on hand, \$-----					
For what was the balance expended?-----					

Debts of applicant: Rent, \$----- Doctor \$-----					
Undertaker, \$----- Grocers, \$----- Miscellaneous, \$----- Total, \$-----					
Church attended----- Pastor-----					
Name and address of physician-----					
Health of applicant-----					
Health of children-----					
How much aid is the town now giving?-----					
How much aid are the churches or charitable societies giving?-----					
How much aid are relatives giving?-----					
Name one or more references who live near by:-----					

(Signature of applicant)

REPORT ON THE APPLICATION OF Mrs. _____ by the municipal board of mother's aid of (name town or city) _____ the place in which she resides.

Has a member or employee of the municipal board visited her home?-----
----- When?-----

Are the statements made in her application true?

Are the children of compulsory school age attending school?.....

Is she a moral woman?-----

Has her reputation always been good?_____

Has she tuberculosis, syphilis, or any dangerous disease?_____

Is she normal mentally?-----

Does she need aid?-----

Is she worthy of mother's aid?-----

Does she promise to keep a correct record of *all* the money she receives and all she spends?_____

Can she handle the money wisely if given to her?_____

If not, but if she is worthy, recommend a woman of standing in the community (preferably a member of the municipal board of mother's aid) who will act as a friendly visitor and handle the money.

Name _____ Address _____

In your judgment what are the necessary expenses of the family per week?

For food-----\$-----

For rent-----\$-----

For fuel-----\$-----

For clothing-----\$-----

Other purposes-----\$-----

Total weekly expenses-----\$-----

How much per week is the applicant able to earn-----\$-----

Her children-----\$-----

What are the other sources of income, and how much from each-----\$-----

(Itemize rentals, pensions, farm produce, gifts of relatives, etc.)

Total weekly income-----\$-----

In what city or town is her legal settlement-----

We-----recommend aid amounting to \$-----per month,

to be paid to--{mother-----

friendly visitor-----}

MUNICIPAL BOARD OF MOTHER'S AID.
By-----
(Signature and title.)

ACTION OF STATE BOARD.

Recommendation-----

[Quarterly report of municipal boards of mother's aid.]

QUARTERLY REPORT.

MUNICIPAL BOARD OF MOTHER'S AID-----191--

(Place and date.)

To the State Board of Mother's Aid for the quarter ending-----191--

(Mar. 31. June 30. Sept. 30. Dec. 31.)

REPORT TO BE FILLED OUT BY MOTHER.

-----Claim No.-----

(Name of applicant.)-----

(Address of mother.)-----

Her civil condition-----

(Married, single, widowed, divorced, deserted.)

Names of dependent children under 14.-----Age.-----School grade.-----Physical condition.

Children from 14 to 16.-----Age.-----School grade or where working and wages.

Children over 16.-----

EXPENSES AND INCOME.

The expenses and income of the family for the quarter just ended were:

Expenses.		Income.	
Food-----	\$-----	Applicant earned-----	\$-----
Rent-----	\$-----	Husband, if living, provided-----	\$-----
Fuel-----	\$-----	Children earned-----	\$-----
Clothing-----	\$-----	Mother's aid-----	\$-----
Physician and medicine-----	\$-----	Pensions-----	\$-----
Farm-----	\$-----	Workingmen's compensation-----	\$-----
Repairs, furniture, etc-----	\$-----	Fraternal benefits-----	\$-----
Miscellaneous-----	\$-----	Gifts-----	\$-----
In-----	\$-----	Farm produce-----	\$-----
		Other sources-----	\$-----
Total expenses-----	\$-----	Total income-----	\$-----

SUMMARY.

Amount by bank at end of quarter-----\$-----

Amount in hand at end of quarter-----\$-----

Amount of cash-----\$-----

Report any real estate bought or sold, mortgages foreclosed or canceled, etc.

QUARTERLY LETTER FROM MOTHER OR CHILDREN.

Tell us what you and the children are doing to earn money, how you are getting on, and about your health and general welfare.

QUARTERLY REPORT TO BE FILLED IN BY MUNICIPAL BOARD OF MOTHER'S AID.

Dates when you visited the home of this applicant-----
 (Regular visits to the home are required by law)
 Dates when the mother called on you-----
 How often is mother's aid paid?----- How?-----
 Is the family satisfactory to you as a mother's aid family, as to morals-----
 industry-----, control and obedience of children-----, cleanli-
 ness-----, standard of living-----?
 Discuss any changed conditions:-----
 Do you recommend that aid be continued?----- At what rate per month? \$-----
 MUNICIPAL BOARD OF MOTHER'S AID OF THE
 city of-----
 town-----
 By-----
 (Signature and title.)

(To be filled in by the State Board.)

It is recommended that mother's aid be continued at the rate of \$-----
 per month, the present rate being \$----- per month.
 Secretary

[Receipt for Payment.]

Claim No. A----- No. of children----- Rate per month-----

 ----- (Place and date.) -----
 city
 Received from the town of----- \$-----

 on account of aid for the----- week-----
 ----- month ending-----

 ----- (Signature of mother.) -----

It is hereby certified that no part of the above amount has been paid by the State
 to the city or town of-----; that no previous *claims for the*
same or any part thereof are now pending for allowance or have previously been dis-
 allowed; that the aid furnished was for the amount recommended by the Municipal
 Board and approved by the State Board of Mothers' Aid; and that reimbursement is
 claimed from the State on account of this payment to the extent of *one-half* the whole amount-
 ing to \$-----
 City-----
 Town of----- by-----
 ----- (Signature and title.) -----

[Reverse side.]

INSTRUCTIONS.

1. This receipt must be signed by the mother and certified by the municipal officer having knowledge of the facts, and his title must be affixed after his signature.
2. Bills must be rendered to and including the last days of March, June, September, and December of each year. Bills for any part of one calendar year must not be made a part of bills for another calendar year.
3. Bills for Mothers' Aid must not be allowed to accumulate for a longer period than three months, and should be presented promptly at the end of each quarter year.
4. Bills may be presented during the quarter, if the account is closed, or no further expenses are likely to ensue.

CLAIMS FOR REIMBURSEMENT IN FULL.

5. Every city or town furnishing aid to mothers and claiming reimbursement in full must furnish satisfactory affirmative evidence that such mothers have no legal settle-
 ment in any town in the State.

MARYLAND.

[Laws 1916, ch. 670.¹]

An act to provide for the partial support of mothers whose husbands are dead, when such mothers have children under fourteen (14) years of age, and are residents of the city of Baltimore and State of Maryland, and of the county in which application for relief is made. And, also to provide for visitation, care, and supervision of the family within the State of Maryland for whose benefits such support is provided, and to promote home life for dependent children under the guidance and protection of the mother. And, also as to the administration of this act, amount of payment, eligibility, investigation, penalties, and reports. And, also providing for the appointment of a board of three members in Baltimore City, to be known as the Board of Mothers' Relief for Baltimore City, or for carrying out the provisions of this act by the Board of Supervisors of City Charities of Baltimore City, and authorizing the county commissioners of the counties of this State to carry out the provisions of this act in their respective counties, and providing for the levying of a tax for carrying out the provisions of this act.

Be it enacted by the General Assembly of Maryland:

SECTION 1. Board of Mothers' Relief for Baltimore.—There is hereby created a board to be known as the Board for Mothers' Relief for Baltimore City, to consist of three members, not more than two of whom shall be of the same sex, to be appointed by the mayor of Baltimore City for a term of four years, as hereinafter provided, and until their successors have been appointed and qualified. The board for mothers' relief shall sit at such times and as often as the business before it justifies, and if any member shall absent himself or herself from five (5) consecutive meetings without giving a satisfactory excuse to the board, his or her office shall become vacant, and the mayor shall make an appointment to fill such vacancy. The salary of the members of the board shall be five dollars (\$5) per day for each member, for each and every day the board shall sit, and in addition, the necessary expenses incurred in the discharge of his or her duties.

Within thirty days after the passage of this act the mayor of Baltimore City shall appoint one member for a period of two years, one for a period of three years, and one for a period of four years, and thereafter as these terms expire, the mayor shall make such appointment for a term of four years. The board shall choose from among its members a chairman, a vice chairman, and a treasurer.

The board shall have the power to employ a secretary and a stenographer. The salary of the secretary shall be twelve hundred dollars (\$1,200) per year, and that of the stenographer one thousand dollars (\$1,000) per year.

The duties of the secretary and stenographer shall be to conduct the correspondence of the board, keep a record of its business, assist in investigations of applications, and keep on file applications and such other business as the board may direct. The Board for Mothers' Relief for Baltimore City shall have an office allotted it in the city hall of Baltimore City, in the courthouse of Baltimore City, or in such other municipal building as may be obtained.

It shall be the duty of the Board for Mothers' Relief for Baltimore City to investigate every application for relief, to hear all witnesses for applicants, and to carry out the provisions of this act as embodied in all its sections, and see to the administration of this act in all its particulars as relating to Baltimore City.

¹ Practically inoperative because of defect in the tax clause. (See footnote to sec. 5.) An attempt was made to get a revised law through the legislature in 1918, but the bill failed of passage in the senate. For an account of the efforts to secure mothers' pension legislation in Maryland and the present status of the law, see article by W. E. Beveridge, in *Maryland Suffrage News*, for April 20, 1918.

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Each member of the board shall for the purpose contemplated by this act have power to issue subpoenas, compel the attendance of witnesses, administer oaths, certify to official acts, take depositions within or without the State of Maryland as now provided by law, compel the productions of pertinent books, pay rolls, papers, records, documents and testimony: *Provided, however,* That instead of appointing the Board for Mothers' Relief of Baltimore City, as provided in this section, the mayor and city council of Baltimore may, in its discretion, devolve the duties imposed by this act upon said board for mothers' relief upon the supervisor of city charities of Baltimore City.¹

SEC. 2. Application for relief—Conditions.—Nothing in this act shall be construed to affect or interfere with the provisions of the laws of Maryland as now existing relating to the jurisdiction of the Supreme Bench of Baltimore City, the Circuit Courts of the State of Maryland, or the Juvenile Court of Baltimore City in regard to the custody and control of infants.

Any mother of a child or children under the age of fourteen (14) years whose husband is dead, and who is unable to support it or them and maintain her home, may present a written application or petition for relief to the county commissioners of the county wherein she resides or to the Board for Mothers' Relief for Baltimore City, if she resides in Baltimore City.

Such application or petition shall be verified by three witnesses and shall set forth the following:

Her name, the name of her husband, the date of the death of her husband, the name or names of her children, the dates and places of their birth, and the time and place of her marriage.

Her residence and the length of time she has been a resident and the address or addresses of her place of abode for the previous five years, and the date, as near as possible, when she moved in and when she left said place or places of residence.

A statement of all the property belonging to her and each of her children, which statement shall include any future or contingent interest she or any of them may have.

A statement of the efforts made by her to support her children.

The name, relationships, and addresses of such of her and her husband's relatives that may be known to her.

The child or children for whose benefit the relief is granted must be living with the mother of such child or children.

The relief shall be granted only when, in the absence of such relief, the

A statement of all the property belonging to her and to each of her children, and when, by means of such relief she will be able to remain at home with her children, except, that she may be absent for work a definite number of days each week, to be specified in the order giving relief, when such work can be done by her without the sacrifice of health or the neglect of home and children.

Such a mother must be a proper person, worthy and fit, to bring up her children.

A mother shall not receive such relief who is the owner of real property or personal property other than the household goods.

A mother shall not receive such relief who has not resided in the county where the application is made, or in the city of Baltimore, at least three years before making such application.

Whenever any child shall arrive at the age of fourteen years (14), the relief granted to the mother for such child shall cease: *Provided, That if a child of fourteen years of age be ill or is incapacitated for work, the mother shall receive*

¹ The city council, with the approval of the mayor, so voted in November, 1916.

the funds for its care, during such illness or incapacity for work, until such child is sixteen years of age.

SEC. 3. *County commissioners to receive copy of application.*—A copy of the application or petition provided for in section 2 hereof, and a notice of the place where and time when it will be presented, must be served on, or mailed to, the county commissioners in the county wherein the applicant or petitioner resides or to the Board for Mothers' Relief for Baltimore City, if applicant or petitioner resides in Baltimore City.

SEC. 4. *Investigation and hearing.*—Upon the receipt of the application or petition and notice, the county commissioners, or the Board of Mothers' Relief for Baltimore City, shall set a time and examine under oath all who desire to be heard: *Provided, however,* That the county commissioners of the county wherein applicant or petitioner resides or if the applicant resides in Baltimore City, the said board shall, of themselves or through their agents, before said hearing, examine into the truth of the facts set forth in the above-mentioned application or petition, and shall file a report of its findings with the juvenile court of the county wherein applicant or petitioner resides or with the circuit court if no juvenile court exists in said county, or with the juvenile court of Baltimore City, if the applicant or petitioner resides in Baltimore City, for review and disposition, setting forth, in full, the results of their investigations. The county commissioners in the counties or the Board for Mothers' Relief in Baltimore City may in their discretion issue subpoenas for the attendance of witnesses and adjourn the hearings from day to day and shall hear such witnesses as shall be produced by the applicant or petitioner or others.

SEC. 5. *Amount of relief—Levy of tax.*—If, upon the completion of the examination, provided for under section 4 hereof, the juvenile or circuit court in the counties or the Juvenile Court for Baltimore City, concludes that unless relief is granted, the mother will be unable to support and educate her children, and that they may become a public charge, it shall make an order directing that there shall be paid to the mother monthly, upon the first day of each month, out of the county funds, by the county treasurer or out of the funds of Baltimore City, by the city comptroller, as the case may be, the following amounts for the maintenance and support of the children under fourteen (14) years of age:

Twelve dollars (\$12) per month for the oldest child, ten dollars (\$10) per month for the next oldest child, and six dollars (\$6) per month for each additional child, not at any time, however, exceeding forty dollars (\$40) per month for any one family. And the board of estimates and the mayor and city council of Baltimore, and the county commissioners of the respective counties of this State are authorized and directed to levy such tax, not exceeding one-tenth of a mill,¹ as may be necessary and sufficient to carry out the provisions of this act, or to provide for the same out of the proceeds of the general tax levy.

SEC. 6. *Duty of county commissioners.*—It shall be the duty of the county commissioners in the several counties wherein applicant or petitioner resides, or the Board for Mothers' Relief for Baltimore City, wherein applicant or petitioner resides, to see that any widow mother thus committed to their care, pursuant to the provisions of this act, is properly caring for her children; that they are sufficiently clothed and fed; that they attend school regularly and that said family shall be visited at least once every two months.

¹ The words "on the dollar" were omitted during the passage of the act. Because of this defect and other ambiguities the City Solicitor of Baltimore held that the law was not valid. Suit was brought against the city to test its validity, but the suit was never pressed. (Letter from S. S. Field, City Solicitor of Baltimore, Mar. 1, 1918.)

The county commissioners, in the county in which applicant or petitioner resides or the Board for Mothers' Relief for Baltimore City shall report to the juvenile court, or, if none exists, to the Circuit Court in such county or to the Juvenile Court for Baltimore City, in the case of any widow mother who does not properly care for and educate her child or children, or when they find that she no longer needs such support. The Circuit Court or the juvenile court shall thereupon revoke any order made pursuant to this act, at any time, with or without notice, and in lieu thereof make any order that in the judgment of the court may protect the welfare of the child or children.

SEC. 7. *Partial relief.*—Should the fund or funds available be insufficient to permit of an allowance to only a part of the mothers coming within the provisions of this act, the county commissioners in the several counties or the board for mothers' relief for Baltimore City, shall select in their discretion those in most urgent need of such allowance, and submit such selections, after full investigation, to the circuit or juvenile court of such counties or to the juvenile court for Baltimore City for approval, which shall accept the same or make a different selection on its own account, which shall then be conclusive.

SEC. 8. *Employment of investigators.*—The board for mothers' relief for Baltimore City shall have the power to employ assistant investigators, not at any time to exceed three, at a salary of nine hundred dollars (\$900) per year for each investigator, at such time that the board finds itself physically unable to conduct investigations, by reason of the burden of work, whose duties shall be to thoroughly investigate all applications or petitions and to make stated visits to the homes of the applicants or petitioners and for such other work as the board may prescribe. The board for mothers' relief for Baltimore City may also call for the assistance of the probation officers of the juvenile court to assist it in making like investigations and reports.

SEC. 9. *Penalty for fraud.*—Any person knowingly and willfully procuring, or attempting to procure any allowance or relief, by false testimony or representation, for herself or for a person not entitled thereto, shall be deemed guilty of a misdemeanor, and on conviction thereof shall be punished by a fine of not less than fifty dollars (\$50) and not more than two hundred and fifty dollars (\$250) or by imprisonment in the county jail of the county wherein the offense occurs or the city jail of Baltimore City for a period of not more than six months or by fine and imprisonment.

SEC. 10. *Appropriation for administration.*—In order to administer this act an annual appropriation of ten thousand dollars (\$10,000) is hereby made for the establishment and maintenance of the board for mothers' relief for Baltimore City, and five thousand dollars (\$5,000) for administrative purposes, to be divided among the various counties of Maryland in proportion to the population of these counties, to be paid to the county commissioners in the several counties to assist them in making investigations and for the work of supervision.

SEC. 11. *Reports.*—A detailed report of the number of beneficiaries, the amount expended, the advantages of the system, improvements and recommendations, shall be made by the board of [for] mothers' relief for Baltimore City and by the county commissioners in the several counties of the State to the members of the General Assembly of Maryland at the beginning of the session of one thousand, nine hundred and eighteen (1918).

SEC. 12. *Repeal.*—*And be it further enacted,* That all laws or parts of laws inconsistent with the provisions of this act be and they are hereby repealed.

SEC. 13. *Validity of act.*—In the event that this act should be held to be invalid as to the counties other than Baltimore City, or as to any of them, it shall nevertheless remain in full [force] and effect as to Baltimore City.

Approved April 18, 1916.

MASSACHUSETTS.

[Laws 1913, ch. 763.]

An Act To provide for suitably aiding mothers with dependent children.

Be it enacted, etc., as follows: SECTION 1. *Aid to mothers with dependent children.*—In every city and town the overseers of the poor shall, subject to the provisions of the subsequent sections of this act, aid all mothers with dependent children under fourteen years of age, if such mothers are fit to bring up their children. The aid furnished shall be sufficient to enable the mothers to bring up their children properly in their own homes; and such mothers and their children shall not be deemed to be paupers by reason of receiving aid as aforesaid.

SEC. 2. *Duties of overseers of the poor.*—Before aiding any mother under the foregoing section, except as hereinafter provided, the overseers of the poor shall determine that the mother is fit to bring up her children and that the other members of the household and the surroundings of the home are such as to make for good character, and that aid from the overseers is necessary to enable her to bring up her children properly, by making an immediate and careful inquiry including the resources of the family and the ability of its other members, if any, to work or otherwise contribute to its support, the existence of relatives able to assist the family, and of individuals, societies, or agencies who may be interested therein; shall take all lawful means to compel all persons bound to support the mother and children to support them, and to enforce any other legal rights for their benefit; shall press all members of the family who are able to work, other than the mother and her dependent children, to secure work; shall try to secure work for them; and shall secure all necessary aid for the mother and children which can be secured from relatives, organizations, or individuals. Nothing herein contained shall be construed to prevent the overseers from giving prompt and suitable temporary aid hereunder, pending compliance with the requirements of this section, when in their opinion such aid is necessary and can not be obtained from other sources. A detailed statement of expenses incurred under this section shall be rendered to the State board of charity, together with such certificates or other guaranties as the said board may require.

SEC. 3. The said overseers, either by one of their own number or by their duly appointed agent, shall visit at least once in every three months at their homes or other place or places where they may be living, each mother and her dependent children who are being aided financially or otherwise by said overseers, and after each visit shall make and keep on file as a part of their official records a detailed statement of the condition of the home and family and all other data which may assist in determining the wisdom of the measures taken and the advisability of their continuance; and said overseers shall at least once in each year reconsider the case of each mother with dependent children with whom they are dealing, and enter their determination with the reason therefor on their official records.

SEC. 4. *To whom act shall apply.*—This act shall apply to all mothers and their dependent children, whether or not they or any of them may have a settle-

ment within the Commonwealth, who shall have resided in the Commonwealth not less than three years. No person shall acquire a settlement or be in process of acquiring a settlement while receiving aid hereunder.

SEC. 5. *State board of charity to have supervision.*—The State board of charity shall hereafter supervise the work done and measures taken by the overseers of the poor of the several cities and towns in respect to families in which there is one child or more under the age of fourteen, whether or not such family or any member thereof has a settlement within the Commonwealth; and for this purpose may establish such rules relative to notice as they deem necessary and may visit and inspect any or all families aided under this act, and shall have access to any records and other data kept by the overseers of the poor or their representatives relating to such aid; and said board shall, in its annual report to the legislature, report upon the work done by its own agents and by the overseers of the poor in respect to such families any of whose members are without legal settlement in the Commonwealth; and shall make a separate report on the work done by the overseers of the poor in respect to such families in which all the members have a legal settlement in the Commonwealth.

SEC. 6. *Reimbursement by the Commonwealth.*—In respect to all mothers in receipt of aid hereunder the city or town rendering the aid shall be reimbursed by the Commonwealth, after approval of the bills by the State board of charity, for one-third of the amount of the aid given. If the mother so aided has no settlement, the city or town shall be reimbursed for the total amount of the aid given, after approval of the bills by the State board of charity as aforesaid. If the mother so aided has a lawful settlement in another city or town two-thirds of the amount of such aid given may be recovered in an action of contract against the city or town liable therefor in accordance with the provisions of chapter eighty-one of the Revised Laws and acts in amendment thereof and in addition thereto.

SEC. 7. *Appropriation.*—For the purpose of reimbursing the cities and towns, as provided in the foregoing section, there shall be appropriated from the treasury of the Commonwealth the sum of fifty thousand dollars¹ for the operations of the first year.

SEC. 8. *Repeal.*—All acts and parts of acts inconsistent herewith are hereby repealed.

SEC. 9. *Time of taking effect.*—This act shall take effect on the first day of September, nineteen hundred and thirteen.

Approved June 12, 1913.

Prior to the passage of this act a commission to study the question of the support of dependent minor children of widowed mothers had been created by Resolves 82, Laws of 1912, and had made its report to the legislature. (Printed as H. Doc. 2075, 1913.) Included in the report (p. 37) is a draft of the bill recommended by the commission which differs from that enacted by the general court in that it provided for a State commission of five persons with authority to order payments, to be called subsidies, to be made by the overseers of the poor to indigent widowed mothers with dependent children. The law enacted gives the power of initiating aid to the overseers of the poor alone, as an extension of the system of local relief, with no limitations on the amount to be granted. The State board of charity has, however, general supervision of the work, and upon its approval of the bills thereby incurred the Commonwealth reimburses one-third on settled cases and the total amount on unsettled. The board is carrying out the mother's aid law through a woman supervisor and

¹Approved
1913.

Acts 1913, ch.

woman visitors under the superintendent of the adult poor division of the board, which has issued the following statement as to the policies which should govern the granting of the aid:

POLICIES OF STATE BOARD OF CHARITY RELATING TO MOTHERS' AID.

(Revised Mar. 17, 1916.)

1. *Money on hand.*—Aid should not be granted to a mother who has funds in excess of \$200. The applicant should be required to show her bank book to the overseers when she applies for Mothers' aid.

2. *Equity in property.*—The State Board of Charity is willing to approve aid to an applicant who has an equity not exceeding \$500 in real estate, upon which the family resides, the assessed value of which does not exceed \$2,000, provided that in the case of a widow, the property has not been acquired since her husband's death, and further provided that no payments are made on the mortgage other than a reasonable rate of interest; taxes to be abated whenever possible. All other cases involving ownership of property should be referred to the board for approval before aid is granted. [As revised by supplementary notice.]

3. *Temporary need.*—Aid should not be granted to a mother unless it seems probable that *need of aid* under this law will exist for more than one year.

4. *Desertion.*—Aid should not be granted to a mother whose husband has deserted his family, unless a warrant for non-support has been issued under the provisions of chapter 456, Acts of 1911; until one year has elapsed since the desertion occurred; and until every effort has been made to apprehend the deserting husband.

5. *Insurance.*—Considering for allowance for burial expenses, aid should not be granted to a mother who is paying insurance upon the lives of her children or upon the lives of other relatives.

Also: Aid should not be granted to a mother who is paying insurance upon her own life or upon the life of her totally incapacitated husband if such policies can be converted into paid-up policies, or if they have a reasonable cash surrender value.

6. *Burial.*—It is the desire of the State Board of Charity that the allowance for burial shall be wholly suitable. When the overseers are in doubt the State Board of Charity will be glad to advise.

7. *Medical aid.*—Medical aid required by the mother or dependent children under 14 years of age, either in the home or in the hospital should be granted under the provisions of this act. Medical aid for other members of the family should be granted under the provisions of regular relief statutes. Reimbursement by the Commonwealth for medical aid in the home will be made in accordance with the provisions of chapter 292, Acts of 1909. Reimbursement by the Commonwealth for hospital aid will be made at a flat rate not exceeding \$10.50 per week.

8. *Tuberculosis.*—Aid should not be granted to a mother if a member of the family has tuberculosis in a communicable stage unless such person shall apply for admission to a sanatorium, and shall agree, pending admission to the sanatorium, to conduct himself in a manner prescribed by the local health authorities, and also unless the other members of the family have been examined for tuberculosis.

9. *Male lodgers.*—Aid should not be granted to a mother if she has male lodgers or boarders other than the father or brother of applicant.

10. *Illegitimate children.*—Aid should not be granted to a mother with illegitimate children unless with the approval of the State Board of Charity.

11. *Woman with one child.*—Aid should not be granted to a mother whose *only* child is under fourteen years of age, unless the mother, by reason of illness of either mother or child is unable to provide proper support.

12. *Part-time work for mother.*—Only such part-time work as the mother can do without detriment to her health and without neglecting her home and her children should be encouraged. If a member of a family of working age claims to be unable to work because of illness a physician should examine the person to determine his ability to work and to prescribe for his medical needs.

13. *Work for children over 14 years of age.*—Every dependent child upon reaching the age of fourteen years should go to work for the time allowed by

the school attendance laws, provided that he is physically able to work, and also, provided that suitable employment can be obtained for him.

14. *Kind of aid (method of disbursement).*—Cash aid should be granted in every case if the mother is found to be competent to manage cash. All allowances should be granted weekly. A card catalogue system rather than a pay roll is recommended. Checks on the city or town treasurer, post-office money orders, or registered letters are approved methods of disbursement.

15. *Amount of aid—Family budget.*—In determining the amount of aid necessary for a given family, not only the number of persons in an applicant's family, but also the health, the age, and the capabilities of each member of the family should be considered. The former income and the former standards of living of the family, as well as the standards of self-supporting citizens in the neighborhood, should also be considered.

The amount of weekly aid should vary with the changing needs of the family. For instance, aid should be increased in time of sickness; and it should be decreased proportionately as the earning capacity or the income of the family from any other source increases. Aid should be discontinued as soon as the family becomes self-supporting.

Weekly expenses.—The following items of expense are suggested for the careful consideration of the overseers when estimating the amount of aid necessary for a given family:

Food.—Extra food allowance should be made for members of the family who are predisposed to tuberculosis or who are convalescing from illness. In large families the per capita food allowance may be somewhat reduced.

Rent.—A reasonable amount for a suitable tenement of proper size in a desirable location.

Fuel.—

Clothing.—

Weekly income.—The following sources of weekly income should be carefully considered by the overseers in estimating the weekly income of a given family:

Income from funds, pensions, rentals, etc.

Aid from relatives and societies.

Net wages of mother for part-time work.

Net wages of children of working age.

The amount of aid needed by a given family may be estimated by finding the difference between *the total weekly expenses* of the family and its *net weekly income*.

RULES RELATIVE TO NOTICE AND REIMBURSEMENT BY THE COMMONWEALTH.

1. An applicant for Mothers' Aid should apply in person to the overseers of the poor of the city or town where she resides, and she should file a statement as to her resources and her needs on form 1479.

2. Aid should be rendered directly to the applicant, or in case of illness, to her authorized adult representative. Minor children should not be allowed to call at the overseer's office for Mothers' Aid.

3. Overseers of the poor should notify the State Board of Charity on form 1477 or 1478 when they begin to aid under the provisions of chapter 763, Acts of 1913, and such original notice shall remain in force until the case is closed.

4. When a recipient of Mothers' Aid moves out of a city or town the case should be closed. A new application for Mothers' Aid should be made to the overseers of the poor of the town to which the family has removed.

5. Whenever a case is closed by the overseers of the poor, the overseers should notify the State Board of Charity of the date when the last aid was rendered and state their reasons for closing the case on form 1475.

6. Whenever an applicant changes her address the overseers of the poor should notify the State Board of Charity.

7. If a case that has been closed is reopened the overseers should state upon the new notice their reasons for reopening the case.

8. If the overseers of the poor and the State Board of Charity consider it is for the welfare of the family, reimbursement will be approved by the Commonwealth during the absence on vacation of the mother or any of her dependent children. During the temporary absence from the State of a recipient of Mothers' Aid, the weekly payments under the Mothers' Aid Law should be suspended unless otherwise authorized by the State Board of Charity. [As revised by supplementary notice.]

9. After each quarterly visit (as required by sec. 3, chap. 763), the overseers of the poor should report to the State Board of Charity on form 1475 as to conditions in the home and as to the continuance or discontinuance of aid. These quarterly reports serve as renewal notices and as reports of the result of the yearly reconsideration of the case.

10. Reimbursement by the Commonwealth, in accordance with the provisions of section 6, chapter 763, will not be allowed for more than ten days prior to the date of mailing of the original notice.

11. Application for burial expenses should be made upon form 1480 and this statement should be filed with the bill claiming reimbursement from the Commonwealth.

12. In all cases the overseers of the poor shall furnish satisfactory proof that the applicant has resided in Massachusetts for *three years next prior* to the date of her application for Mothers' Aid.

13. In cases where the overseers of the poor claim that the mother aided has no legal settlement, the overseers of the poor shall furnish satisfactory proof that there is no settlement in any city or town in Massachusetts.

14. In cases where the mother aided has a lawful settlement in another city or town of the Commonwealth, the overseers shall notify such city or town when they begin to aid on Form 1470. Denial of settlement must be made by the overseers of the poor thus notified within thirty days.

15. Bills should be rendered to the Commonwealth semiannually, for the periods ending April 30, and October 31.

[Forms Used by Commonwealth of Massachusetts.]

APPLICATION FOR MOTHERS' AID.

(To be kept on file at local office of overseers of poor.)

COMMONWEALTH OF MASSACHUSETTS,

City or Town of-----

Name of applicant-----

Residence of applicant-----

Date of application-----

Full name of applicant.	Date of birth.	Birthplace.
-----	-----	-----

Full name of husband.	Date of birth.	Birthplace.
-----	-----	-----

Married.	Date of marriage.	Where married.	By whom married.
-----	-----	-----	-----

Applicant now—	Date.	Court action.	Residence of husband.
Widowed-----	-----	-----	-----
Divorced-----	-----	-----	-----
Separated by court----	-----	-----	-----
Deserted-----	-----	-----	-----

Husband of applicant.	Date committed.	Institution.	At home.
Insane-----	-----	-----	-----
In jail-----	-----	-----	-----
Tubercular-----	-----	-----	-----
Totally incapacitated-----	-----	-----	-----

Dependent children
(under 14 years of age),

Names.	Birthplace.	Date of birth.	School.	Grade.
-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
-----	-----	-----	-----	-----

Other children
(over 14 years of age),

Names.	Birthplace.	Date of Birth.	Residence.	Wages.	Employed where or why not employed.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

Relatives of applicant.

Names.	Birthplace.	Residence.	Aiding applicant.	Able to aid.
Father-----	-----	-----	-----	-----
Mother-----	-----	-----	-----	-----
Sister-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
Brother-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
Others-----	-----	-----	-----	-----
-----	-----	-----	-----	-----

Relatives of husband.

Names.	Birthplace.	Residence.	Aiding applicant.	Able to aid.
Father-----	-----	-----	-----	-----
Mother-----	-----	-----	-----	-----
Sister-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
Brother-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
Others-----	-----	-----	-----	-----
-----	-----	-----	-----	-----

How long has applicant lived continuously in Massachusetts?-----

Give addresses in Massachusetts for past three consecutive years.

City or town.	Street and number.	How long there.
-----	-----	-----
-----	-----	-----
-----	-----	-----

State amount of relief applicant is now receiving from public or private sources.

Present home of Applicant.	Own it.	Amount of rent.	Number of rooms.	Owner's name.	Street and number.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

Members of household other than applicant's children.

Names.	Ages.	Relationship.	Pay how much.	Why not paying.
---------------	--------------	----------------------	----------------------	------------------------

Give description, location, and value of any property owned wholly or in part by applicant or by her husband or children:

Real estate owned by
(Mark with X.)

Applicant	Assessed value
Husband	Mortgages
Children (Give name of child owner)	Held by whom
	Rate of interest
	Other payments on the mortgage
	Taxes per year \$ Amount abated \$
	Water rates Fire insurance
	Income from rentals Equity in property
	State of repair

Cash on hand or in bank.	Savings.	Paid-up insurance.	In trust.	Invested.	Total amount.
Applicant					
Husband					
Children (Give name of child owner.)					

Legal right.	Soldiers' relief.	Workmen's compensation.	Death benefit from societies.	Pensions.	Other legal claims.
Applicant					
Husband					
Children					

Amount of insurance received at death of husband and date when claim was paid and amount now on hand:

Amount of claim.	Date received.	Amount now on hand.
-------------------------	-----------------------	----------------------------

Give itemized statement of way money was expended:

Amounts paid out.	To whom paid.	For what paid.
--------------------------	----------------------	-----------------------

Insurance paid by applicant.	Total sum insured for.	Kind.	Name of company.	Weekly payments.	On whose life.	To whom payable.
Applicant						
Husband						
Children						
Other relatives						

Can any of these policies be converted into paid-up policies?

Has any of these policies a cash-surrender value?

	Rent.	Doctor.	Undertaker..	Miscellaneous.	Total.
Debts of applicant.	-----				

	\$-----				

On what. To whom paid. Amount paid. Amount due. Adjustment possible.

Installment payments of applicant.	-----				

Religion of applicant.	Church attended.	Pastor.	Is church helping.
------------------------	------------------	---------	--------------------

Health.	Present condition.	Doctor attending.	Medical needs..
Applicant	-----		
Husband	-----		
Children	-----		

Number of hours per day applicant works away from home-----

How are children cared for at such times-----

FAMILY EXPENSES PER WEEK. (Estimated.)		FAMILY INCOME PER WEEK. (Estimated.)		
		Source.	Amount per week.	Amount paid applicant.
		Earnings of mother	\$-----	\$-----
		Earnings of children	-----	-----
		do	-----	-----
		do	-----	-----
Food	\$-----	Income from funds	-----	-----
Rent	-----	Income from pensions	-----	-----
Fuel	-----	Income from rentals	-----	-----
Clothing	-----	Income from relatives	-----	-----
Insurance	-----	Income from societies	-----	-----
	-----	Income from other	-----	-----
	-----	sources	-----	-----
Total weekly expenses	-----	Total weekly income	-----	\$-----

I hereby certify that the statements herein made by me are complete and true to the best of my knowledge and belief.

(Signed) _____, Applicant.

Notice under chapter 763 Acts of 1913.
MOTHERS WITH DEPENDENT CHILDREN.
(City or town case.)

~~Where there is a legal settlement in any city or town in Massachusetts.)~~

STATE BOARD OF CHARITY.
DIVISION OF STATE ADULT POOR, STATE HOUSE, BOSTON.

----- 191-----

for with-----

After careful inquiry and investigation we find that she is a fit person to bring up her children, that the other members of the household and the home and its surroundings are such as make for good character, that aid is necessary to enable her to bring up her children properly, that she has been a resident of Massachusetts not less than three years, and that she has a legal settlement in-----

We commenced furnishing her with suitable and sufficient aid on-----
and notified the city or town of-----on-----
as the law directs, and hereby claim reimbursement from the Commonwealth as provided for under chapter 763 of the Acts of 1913.

For Overseers of the Poor of

Name of applicant-----

Residence of applicant-----
(Describe location of house so that State visitor can readily find the person.)

Date of application-----

Amount and nature of relief-----

Full name of applicant. Date of birth. Birthplace.

Full name of husband. Date of birth. Birthplace.

Married. Date of marriage. Where married. By whom married.

Applicant now.	Date.	Court action.	Residence of husband.
Widowed-----	-----	-----	-----
Divorced-----	-----	-----	-----
Separated by court-----	-----	-----	-----
Deserted-----	-----	-----	-----
Husband of applicant.	Date committed.	Institution.	At home.
Insane-----	-----	-----	-----
In jail-----	-----	-----	-----
Tubercular-----	-----	-----	-----
Totally incapacitated-----	-----	-----	-----
Character and competency of parents-----			

Dependent children (under 14 years of age).

Names.	Birthplace.	Date of birth.	School.	Grade.
-----	-----	-----	-----	-----
-----	-----	-----	-----	-----

Other children (over 14 years of age).

Names.	Birthplace.	Date of birth.	Residence.	Wages.	Employed where or why not employed.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

LAWS RELATING TO MOTHERS' PENSIONS.

Relatives of applicant. Names.	Birthplace.	Residence.	Aiding applicant.	Able to aid.
-----------------------------------	-------------	------------	-------------------	--------------

Father				
--------	--	--	--	--

Mother				
--------	--	--	--	--

Sister				
--------	--	--	--	--

Brother				
---------	--	--	--	--

Others				
--------	--	--	--	--

Relatives of husband. Names.	Birthplace.	Residence.	Aiding applicant.	Able to aid.
---------------------------------	-------------	------------	-------------------	--------------

Father				
--------	--	--	--	--

Mother				
--------	--	--	--	--

Sister				
--------	--	--	--	--

Brother				
---------	--	--	--	--

Others				
--------	--	--	--	--

How long has applicant lived continuously in Massachusetts? _____

Give addresses in Massachusetts for past three consecutive years—

City or town.	Street and number.	How long there.
---------------	--------------------	-----------------

Settlement history: _____

State amount of relief applicant is now receiving from public or private sources. _____

Present home of applicant.	Own it.	Amount of rent.	Number of rooms.	Owner's name.	Street and number.
-------------------------------	---------	--------------------	---------------------	---------------	-----------------------

Appearance or home: _____

Members of household
other than applicant's
children.
Names.

Ages.

Relation-
ship.

Pay how
much.

Why not
paying.

Give description, location, and value of any property owned wholly or in part by applicant or by her husband or children:

Real estate owned by
(mark with X)
Applicant _____
Husband _____
Children (give name of child owner) _____

Assessed value _____
Mortgages _____
Held by whom _____
Rate of interest _____
Other payments on the mortgage _____
Taxes per year \$ _____ Amount abated \$ _____
Water rates _____ Fire insurance _____
Income from rentals _____ Equity in property _____
or repair _____

Cash on hand or in bank.	Savings.	Paid-up Insurance.	In trust.	Invested.	Total amount.
Applicant.....	-----	-----	-----	-----	-----
Husband.....	-----	-----	-----	-----	-----
Children.....	-----	-----	-----	-----	-----
(Give name of child owner)	-----	-----	-----	-----	-----

Legal right.	Soldiers' relief.	Workmen's compensation.	Death benefit from societies.	Pensions.	Other legal claims.
Applicant.....	-----	-----	-----	-----	-----
Husband.....	-----	-----	-----	-----	-----
Children.....	-----	-----	-----	-----	-----

Amount of insurance received at death of husband and date when claim was paid and amount now on hand:

Amount of claim.	Date received.	Amount now on hand.
-----	-----	-----
Give itemized statement of way money was expended:	-----	-----
Amounts paid out.	To whom paid.	For what paid.

Insurance paid by applicant.	Total sum insured for.	Kind.	Name of company	Weekly payments.	On whose life.	To whom payable.
Applicant.....	-----	-----	-----	-----	-----	-----
Husband.....	-----	-----	-----	-----	-----	-----
Children.....	-----	-----	-----	-----	-----	-----
Other relatives.....	-----	-----	-----	-----	-----	-----

Can any of these policies be converted into paid-up policies.....
Has any of these policies a cash surrender value.....

Rent.	Doctor.	Undertaker.	Miscellaneous.	Total.
Debts of applicant {	-----	-----	-----	-----
-----	-----	-----	-----	\$-----

On what.	To whom paid.	Amount paid.	Amount due.	Adjustment possible.
Installment payments of applicant {	-----	-----	-----	-----
-----	-----	-----	-----	-----

Religion of applicant.	Church attended.	Pastor.	Is church helping.
-----	-----	-----	-----

Health.	Present condition.	Doctor attending.	Medical needs.
Applicant.....	-----	-----	-----
Husband.....	-----	-----	-----
Children.....	-----	-----	-----

Number of hours per day applicant works away from home.....
How are children cared for at such times.....

FAMILY EXPENSES PER WEEK.		FAMILY INCOME PER WEEK.		
(estimated).		(estimated).		
		Source.	Amount per week.	Amount paid to applicant.
Food.....\$----- Rent..... Fuel..... Clothing..... Insurance..... Total weekly expenses \$-----	Earnings of mother.....	-----	\$-----	\$-----
	Earnings of children.....	-----	-----	-----
	Do.....	-----	-----	-----
	Do.....	-----	-----	-----
	Income from funds.....	-----	-----	-----
	Income from pensions.....	-----	-----	-----
	Income from rentals.....	-----	-----	-----
	Income from relatives.....	-----	-----	-----
	Income from societies.....	-----	-----	-----
	Income from other sources.....	-----	-----	-----
Total weekly income.....		-----	-----	\$-----

STATE BOARD OF CHARITY,
DIVISION OF STATE ADULT POOR, STATE HOUSE, BOSTON.
-----191

The total expense for aid rendered to ----- and family,
under the provisions of chapter 763, acts of 1913, who have a legal settlement in
----- from ----- to ----- has been \$-----

Date of notice-----

Rent from	to	rate	\$
Supplies from	to		
Clothing.	Dates furnished.	Articles.	Amount.
Fuel.	Dates furnished.	Quantity.	Amount.
Cash from	to		
Medical attendance (number of visits, .....		) rate	
Dates of doctor's visits			
Medicine. (Give dates furnished and amount)			
Miscellaneous			
Total expense			\$
Claim against the Commonwealth (one-third)			\$

We hereby certify that the above statement is correct, that the amount charged has been paid from our treasury, and all the requirements of chapter 763, acts of 1913, have been complied with.

NOTE: It is important to give dates the aid was actually rendered and not the dates on which the bills were paid.

Chapter 6, section 29, R. L.—No account against the Commonwealth shall be allowed or paid unless authority to contract the same was given by the general court or by either branch thereof, nor unless the items thereof are specified.

For overseers of the poor of

Notice under chapter 763 acts of 1913.
MOTHERS WITH DEPENDENT CHILDREN.
(State case.)

(For use in cases where there is no legal settlement in any city or town in Mass.)

STATE BOARD OF CHARITY,
DIVISION OF STATE ADULT POOR, STATE HOUSE, BOSTON,
-----, 191-----

-----, a mother with ----- dependent children under fourteen years of age applied on ----- to this board for aid under chapter 763 of the acts of 1913.

After careful inquiry and investigation we find that she is a fit person to bring up her children, that the other members of the household and the home and its surroundings are such as make for good character, that aid is necessary to enable her to bring up her children properly, that she has been a resident of Massachusetts not less than three years, and that she has no legal settlement in any city or town of the commonwealth.

We are furnishing her with suitable and sufficient aid as the law directs, and for ----- we hereby claim reimbursement from the commonwealth under chapter 763 of the acts of 1913.

For overseers of the poor of -----

----- location of house so that State visitor can readily find the person)

Full name of applicant. Date of birth. Birthplace.

Full name of husband. Date of birth. Birthplace.

Married. Date of marriage. Where married. By whom married.

Applicant now. Date. Court action. Residence of husband.

Widowed.

Divorced.

Separated by court.

Deserted.

Husband of applicant. Date committed. Institution. At home.

Insane.

In jail.

Tubercular.

Totally incapacitated.

Character and competency of parents.

Dependent children (under 14 years of age).

Names. Birthplace. Date of birth. School. Grade.

Other children (over 14 years of age).

Names. Birthplace. Date of birth. Residence. Wages. Employed where or why not employed.

Relatives of applicant.
Names. Birthplace. Residence. Aiding applicant. Able to aid.

Father.

Mother.

Sister.

Brother.

Others.

Relatives of husband.

Names. Birthplace. Residence. Aiding applicant. Able to aid.

Father.

Mother.

Sister.

Brother.

Others.

How long has applicant lived continuously in Massachusetts?

Give addresses in Massachusetts for past three consecutive years:

City or town. Street and number. How long there.

Settlement history.

State amount of relief applicant is now receiving from public or private sources:

Present home of applicant.	Own it.	Amount of rent.	Number of rooms.	Owner's name.	Street and number.
Appearance of home.					
Members of household other than applicant's children.					
Names.	Ages.	Relationship.	Pay how much.	Why not paying.	
Give description, location, and value of any property owned wholly or in part by applicant or by her husband or children:					
Real estate owned by (Mark with X)		Assessed value			
Applicant		Mortgages			
Husband		Held by whom			
Children:					
(Give name of child owner.)					
		Rate of interest			
		Other payments on the mortgage			
		Taxes per year \$		Amount abated \$	
		Water rates		Fire insurance	
		Income from rentals		Equity in property	
		State of repair			
Cash on hand or in bank.	Savings.	Paid-up insurance.	In trust.	Invested.	Total amount.
Applicant					
Husband					
Children (Give name of child owner)					
Legal right.	Soldiers' relief.	Workmen's compensation.	Death benefit from societies.	Pensions.	Other legal claims.
Applicant					
Husband					
Children					
Amount of insurance received at death of husband and date when claim was paid and amount now on hand:					
Amount of claim.		Date received.		Amount now on hand.	
Give itemized statement of way money was expended:					
Amounts paid out.		To whom paid.		For what paid.	
Insurance paid by					
Applicant.	Total sum insured for.	Kind.	Name of company.	Weekly payments.	On whose life.
Applicant					To whom payable.
Husband					
Children					
Other relatives					
Can any of these policies be converted into paid-up policies?					
Has any of these policies a cash surrender value?					
Rent.	Doctor.	Undertaker.	Miscellaneous.	Total.	
Debts of applicant.					\$
On what.	To whom paid.	Amount paid.	Amount due.	Adjustment possible.	
Installment payments of applicant.					
Religion of applicant.	Church attended.	Pastor.	Is church helping?		
Health.	Present condition.	Doctor attending.	Medical needs.		
Applicant					
Husband					
Children					
Applicant works away from home					
h times					

FAMILY EXPENSES PER WEEK. (Estimated.)	FAMILY INCOME PER WEEK. (Estimated.)		
	Source.	Amount per week.	Amount paid to applicant.
Food_____ \$_____	Earnings of mother	_____ \$_____	_____ \$_____
Rent_____	Earnings of children	_____	_____
Fuel_____	do	_____	_____
Clothing_____	do	_____	_____
Insurance_____	Income from funds	_____	_____
_____	Income from pensions	_____	_____
_____	Income from rentals	_____	_____
_____	Income from relatives	_____	_____
_____	Income from societies	_____	_____
_____	Income from other sources	_____	_____
Total weekly expenses \$_____	Total weekly income	_____	_____ \$_____

STATE BOARD OF CHARITY,
DIVISION OF STATE ADULT POOR, STATE HOUSE, BOSTON,
_____, 19__.

The total expense for aid rendered to _____ and family,
under the provisions of chapter 763, acts of 1913, who have no settlement in Massa-
chusetts, from _____ to _____
has been \$_____.
Date of notice_____.

Rent from _____ to _____ rate _____	\$_____
Supplies from _____ to _____	_____
Clothing. Dates furnished. Articles. Amount.	_____
Fuel. Dates furnished. Quantity. Amount.	_____
Cash from _____ to _____	_____
Medical attendance (number of visits, _____) rate _____	_____
Dates of doctor's visits _____	_____
Medicine (give dates furnished and amount) _____	_____
Miscellaneous _____	_____
	\$_____

We hereby certify that the above statement is correct, that the amount charged has
been paid from our treasury, and all the requirements of chapter 763, acts of 1913, have
been complied with.

For Overseers of the Poor of _____,

NOTE: It is important to give dates the aid was actually rendered and not the dates
on which the bills were paid.

(Notice from town of residence to town of legal settlement if aid under chapter 763,
acts of 1913, has been begun.)

OFFICE OF THE OVERSEERS OF THE POOR,
Mass. _____ 191

To the Overseers of the Poor of the _____ of _____
Gentlemen: _____ whose legal settlement is in your
_____, but now residing in this _____ being in needy circumstances, ha
applied to this board for relief, which we have granted in accordance with the pro-
visions of Chapter 763, of the Acts of 1913 and charged to your _____,
and shall continue to do so until you remove or otherwise provide for _____
adequate support.

For and in behalf of the Overseers of the Poor of the _____ of _____

One of said overseers.

Facts upon which the claim of settlement is based are as follows:

(Report of quarterly visit; also result of yearly consideration; quarterly statement.)

STATE BOARD OF CHARITY,
DIVISION OF STATE ADULT POOR, STATEHOUSE, BOSTON.

191

The quarterly visit to the home of _____ required by the provisions of Section 3, Chapter 763, Acts of 1913, was made _____

Original date of notice.

Date of last previous visit.

Present address

Amount and nature of relief

Civil condition.

(State change in conditions—in case of death of husband state amount of insurance received.)

Dependent children.

Ages.

Schooling.

Physical condition.

Other children.

Ages.

Schooling or employment.

Physical condition.

Physical condition of parents

Have family conditions improved?
(State any changes in detail.)

Total

Income, exclusive of aid furnished by overseers of the poor.

State names of societies, agencies, and individuals assisting, including amount or nature of relief.

Wages of:

Man...

Woman.

Children

From:

Lodgers—

Male

Female

Relatives.

Friends.

Societies and agencies

Pension.

Total

Week.

Month.

Remarks

Aid closed

The Board of Overseers of the Poor re-considered this case ----- in accordance with the provisions of Section 3, Chapter 763, Acts of 1913.

Chairman.

For Overseers of the Poor of

APPLICATION TO OVERSEERS OF THE POOR FOR BURIAL EXPENSES OF A MOTHER OR DEPENDENT CHILD UNDER 14 YEARS OF AGE.

Aided under the provisions of chapter 763, acts of 1913.
(To file with bill rendered for burial expenses.)

Full name of the deceased
Last address of the deceased
Date of birth (day, month and year)
Date of death (day, month and year)
Amount of insurance and to whom payable
Money in the bank, on hand, or invested
Value of equity in property
Other funds or resources not included above
Signature of applicant, WHO MUST BE THE PERSON HELD RESPONSIBLE FOR THE PAYMENT OF THE BURIAL EXPENSES
Address of applicant
Relationship to the deceased
Amount of burial expenses (in detail)
Total amount of burial expenses

COMMONWEALTH OF MASSACHUSETTS.

ss. 19
Then personally appeared the above-named applicant
and made oath that the foregoing statement, by subscribed, is true and that there
are no burial expenses not included above.
Before me, Justice of the Peace.

MICHIGAN.

[Compiled Laws 1915, p. 890.¹]

(2017) **SECTION 7. *Dependent children—Assistance to needy mothers.***—When any child under the age of seventeen years shall be found to be a dependent or neglected child within the meaning of this act, the court may make an order committing the child to the care of some suitable State institution, subject to the law and regulations governing such institution, or to the care of some reputable citizen of good moral character, or to the care of some training school, or industrial school, as such provided by law, or to the care of some duly incorporated and licensed association willing to receive it, embracing in its objects the purpose of caring for or obtaining homes for dependent or neglected children, which association shall have been approved by the State Board of Corrections and Charities: *Provided*, That if the mother of such dependent or neglected child is unmarried or divorced, or is a widow, or has been deserted by her husband, or if her husband has been declared insane or is feeble minded, epileptic or blind and is confined in a State hospital or other State institution, or is the wife of an inmate of some State penal institution serving sentence therein for crime, or of an inmate of a hospital for the treatment of insane persons who is confined therein for the purpose of being treated for insanity or other diseased mental condition and such mother is poor and unable to properly care and provide for said child, but is otherwise a proper guardian, and it is for the welfare of such child to remain in the custody of its mother, the court after investigation and report by the probation officer of the county, may enter an order finding such facts and fixing the amount of money necessary to enable the mother to properly care for such child, such amount not to exceed three dollars a week for each child. Thereupon it shall be the duty of the county treasurer of the county of which such child is a resident, to pay from the general fund of such county, to such mother at such times as such order may designate, the amount so specified for the care of such dependent or neglected child until the further order of the court. Such order shall not require the approval of the board of supervisors or county auditor or auditors. The court shall, when the health or condition of the child shall require, cause the child to be placed in a public hospital or in an institution for treatment or special care, or in a private hospital or institution for special care or treatment, the expense to be paid from the general fund of the county of which the child is a resident. [Laws 1913, No. 228, as amended by Laws 1915, No. 308.¹]

The provisions of the Compiled Statutes which relate to the courts having jurisdiction and the method by which cases of dependent children are brought into court are as follows:

[Compiled Statutes 1915, pp. 885–887.]

(2012) **SEC. 2. *Jurisdiction.***—The probate court shall have original jurisdiction in all cases coming within the terms of this act, and while proceeding under this act shall be termed juvenile division of the probate court. * * *

¹ The amendment of 1915 extended the provisions of the law to women whose husbands are in State hospitals for the insane, feeble-minded, epileptic or blind or are inmates of State penal institutions.

For rulings of the State attorney general relative to this act see Michigan State Board of Corrections and Charities, 24th biennial report, 1917–1918, p. 159.

Provided, That in case the judge of probate in any county is so occupied with the duty devolving upon him in the probate court as not to have time to attend to the cases arising under this act and shall so certify to the circuit court, the circuit judge or one of them in districts where there is more than one circuit judge, to be designated by the judges of said court, shall hear the cases under this act provided to be heard by the judge of probate, but said circuit judge shall not exercise the powers of the probate court in such cases for a longer period than two months, unless a new certificate and designation be made, which shall, in like manner, be effective for a like period. * * *

(2014) SEC. 4. *County agents*.—The governor shall appoint in each county of this State, upon the recommendations of the State board of corrections and charities, an agent of such board for the care and protection of dependents, neglected and delinquent children, who shall hold his office during the pleasure of the governor, and shall be known as the county agent for the county for which he is appointed. * * *

(2015) SEC. 5. *Petition—Summons—Hearings*.—Upon the filing with the court of a sworn petition setting forth upon knowledge or upon information and belief, the facts showing that any child resident in said county is a delinquent, dependent or neglected child within the meaning of section one of this act, the court shall, before any further proceeding is had in the matter, give notice thereof to said county agent or to a duly appointed probation officer, who shall have opportunity allowed him to investigate the facts and circumstances surrounding the case, and upon receiving such notice the said officer shall immediately proceed to inquire into and make a full examination of the parentage and surroundings of the child and all the facts and circumstances of the case, and report the same to the said court in writing. If, after a full investigation, it shall appear to the court that public interest and the interest of the child will be best subserved thereby, a summons shall issue reciting the substance of the petition and requiring the person having the custody or control of the child, or with whom the child may be, to appear with the child at a place and time which shall be stated in the summons, and if such person is other than the parent or guardian of such child, then said parent or guardian shall be notified of the pendency of the case. The court shall notify the county agent or probation officer making the preliminary investigation to attend said trial and act as custodian of said child. * * * On return of the summons or writ, or as soon thereafter as may be, the court shall proceed to hear and dispose of the case upon such testimony as may be produced, and if the allegations against the child are proved the court may adjudge said child a delinquent, dependent, or neglected child as the case may be; and if it shall appear to the court that the public interests and the interest of such child will be best subserved thereby, he may make an order for the return of such child to his or her parents or guardian or friends. * * *

An earlier law, passed in 1911, providing for relief out of school funds to children of indigent parents to enable them to attend school was not superseded by the law enacted in 1913, which provides for the payment of relief out of the county funds. The text of this law is here given, as it differs from the usual form of school-aid law in that it provides for the payment of money for support in addition to books and clothing.

[Laws 1911, No. 198; Compiled Statutes 1915, p. 2264.]

An Act To provide means whereby children of indigent parents within school age, may attend school.

The people of the State of Michigan enact: (5989) SECTION 1. Schooling of children of indigent parents.—Any truant officer of this State when authorized

by the board of education to investigate, and when satisfied that any child within his jurisdiction, required by law to attend school, is unable so to do by reason of the fact that the services of such child are absolutely required for the support of himself or herself, or to assist in the support or care of others legally entitled to his or her services, such person or persons being unable to support or care for themselves, such truant officer shall report the case to the board of education of the school district in which such child may reside, and such board of education shall be authorized to, and may in their discretion, grant such relief as will enable the child to attend school during the entire school year. In all cases where such relief is necessary the said board of education shall be authorized to, and may in their discretion, furnish to such child the necessary textbooks free of charge, in addition to such other necessary assistance or support.

(5990) SEC. 2. *Payment to family.*—For the purposes in this act provided such board of education shall pay, during the school year, to the family of such child a sum not to exceed three dollars a week, nor more than six dollars a week for the children of any one family. Said money shall be paid in the same manner and out of the same fund as are the current expenses for the maintenance of public schools.

(5991) SEC. 3. *Duty of truant officer.*—It shall be the duty of the truant officer or treasurer of the school board in any district where a child is receiving aid under the provisions of this act to disburse the funds herein provided for, and to investigate the environment of the child, and to make an itemized report monthly to the school board or some officer appointed by the board, of the manner in which such funds were expended: *Provided*, That in cities having a juvenile court such investigations shall be made by such court.

(5992) SEC. 4. *Teacher to report.*—The truant officer shall notify the teacher to whom any child receiving aid under the provisions of this act may be assigned, and it shall be the duty of the teacher having charge of such child to report monthly to the school board through the superintendent of schools, the progress such child is making in his or her school work, and the record of attendance together with such other information as may be deemed necessary. Said truant officer shall receive the same compensation for the time so engaged under the provisions of this act as he receives for similar services performed by him and shall be paid in the same manner.

Approved April 29, 1911.

MINNESOTA.

[Laws 1917, ch. 223,¹ as amended by Laws 1919, ch. 328 and 333.²]

An Act To provide for allowances out of county and State funds, in certain cases for the support of dependent children in their own homes, and for investigation and supervision of such cases, and to repeal sections 7197, 7198, and 7199, General Statutes, 1913.

Be it enacted by the Legislature of the State of Minnesota: **SECTION 1. Allowances to mothers—When made—Amount.**—Whenever any child under the age of sixteen years who is not lawfully entitled to apply for and receive an employment certificate is found by juvenile court to be dependent the court shall, when requested so to do, and in the same proceeding, make its findings upon the following points:

(a) Whether the mother of the child is a widow;

(b) If her husband is living, whether he is an inmate of a penal institution under a sentence which will not terminate within three months after the date of such finding; or is an inmate of a State insane asylum or hospital, or of a State hospital for inebriates; or is unable to labor for the support of his family by reason of physical disabilities; or is and for one year has been under indictment for the crime of abandoning such child;

(c) Whether the dependency of the child is due to the poverty of the mother without neglect, improvidence or other fault on her part;

(d) Whether the mother is otherwise a proper person to have the custody of the child;

(e) Whether the welfare of the child will be subserved by permitting him to remain in the custody of the mother, if adequate means of support shall be provided;

(f) Whether the mother is a citizen of the United States or whether she or her husband has made declaration of intention to become a citizen and has resided two years in the State and one year in the county.

Upon the making and filing of findings that the mother is a widow or that support is not obtainable from her husband by reason of one of the alternatives specified in subdivision (b), together with findings in the affirmative upon the points specified in subdivisions (c), (d), (e), (f), the courts shall further find, and order the payment of the sum of money which it deems necessary for the county to allow the mother in order to enable her to bring up the child properly in her own home, not exceeding fifteen dollars per month for one child and not

¹ Bill was drafted by Minnesota Child Welfare Commission and adopted without change. Supersedes earlier law of 1913 (laws 1913, chap. 130). The revised law provides for supervision by the State Board of Control and for State aid to extent of one-third the amount expended by the counties; for assistance in administration by the county boards of child welfare created by another act; and for an increase in the maximum allowance of \$10 to \$15 for the first child and \$10 for each additional child. The age limit of the children who might be aided was raised from fourteen to sixteen years and the court was given authority to make the allowance to a grandmother if in the best interests of the child.

² Amendments of 1919 require notification of and investigation by the county attorney in counties of not more than 33,000 and increases the salaries which may be paid official investigators in counties of 200,000 or more population.

exceeding ten dollars per month for each additional child: *Provided, however,* That no allowance shall be made when the husband is under indictment for abandonment unless the court is satisfied that he is a fugitive from justice and that the mother has in good faith assisted and will continue to assist in all reasonable efforts to apprehend him.

Before making the findings above specified the court, in counties having a population of not more than 33,000, shall notify the county attorney of the county that an application has been made for the payment of an allowance. Such notice shall specify the name of the child and the name and address of the mother of such child and also specify the time and place when and where the court will hear the evidence relevant to the matters upon which the making of such findings depends. It shall be the duty of the county attorney to investigate the financial condition and status of such child or children and that of the mother and to appear at the time and place specified for such hearing and participate therein and present to the court such evidence or information as may be within his knowledge relevant to the matters, on which the making of such findings depend.

SEC. 2. Manner of payment—Subsequent order.—A certified copy of such order shall be filed with the county auditor and thereafter, so long as such order remains in force and unmodified, it shall be the duty of the county auditor each month to draw his warrant on the general revenue fund of the county in favor of the mother for the amount specified in such order. The warrant shall be delivered to the clerk of the court making the order and shall by the latter be delivered to the mother upon her executing a receipt therefor, to be retained by the clerk with the other records in the proceedings relating to the child. It shall be the duty of the county treasurer to pay the warrant out of the general revenue fund of the county when properly presented. No such allowance shall be paid toward the support of any child who has become lawfully entitled to apply for and receive an employment certificate or who has ceased to be under the immediate care of the mother. The court may for cause duly shown revoke or modify any order previously made. A certified copy of any such subsequent order shall forthwith be filed with the county auditor and thereafter warrants shall be drawn and payments made only in accordance with such subsequent order.

SEC. 3. Court may impose conditions.—The court may require any mother to whom an allowance is made under this act to make a reasonable effort to learn the English language and customarily use the same in her family. The court may also require the mother to do such remunerative work outside her own home as she can do without detriment to her health or neglect of her family and may limit the number of days per week when she may be so employed.

SEC. 4. County child welfare board—Duty to assist court.—In counties where there is a county child welfare board as provided by law such board, when so requested by the court, shall consider applications for allowance under this act and shall advise the court concerning their merit, the sum, if any, which ought to be allowed, and the special conditions, if any, upon which the same ought to be granted.

SEC. 5. Investigation and supervision—Official reports as basis for findings.—Before making any order or allowance under this act it shall be the duty of the court, either through the judge in person or through the county child welfare board and its agents or a probation officer designated for that purpose or an official investigator appointed as provided in section 6 of this act, to make inquiry as to all the points necessary to establish the right to such allowance; and particularly to inquire whether the surroundings of the household, includ-

ing its other members, are such as to make for the good character of children growing up therein; to ascertain all the financial resources of the family, including the ability of its members of working age to contribute to its support and if need be to urge upon such members their proper contribution to take all lawful means to secure support for the family from relatives under legal obligation to render such support; to ascertain the ability of other relatives to assist the family and to interview individuals, societies, and other agencies which may be deemed appropriate sources of such assistance. Every family to which an allowance has been made shall be visited at its home by a representative of the court at least once in three months; and after each visit the person making the same shall make and keep on file as a part of the official record of the case a detailed statement of the condition of the home and family, and all other data which may assist in determining the wisdom of the allowance granted and the advisability of its continuance; and the court shall at least once in each year reconsider every case in which an allowance has been made, and take such action as the facts then existing shall warrant. All findings and orders provided for herein may be made upon the written reports of official investigators with like effect as if based upon competent testimony given in open court.

SEC. 6. *Official investigators.*—In counties having over 330,000 population the judge of the juvenile court may appoint one or more persons for the investigation of applications for allowances under this act, whose duty it shall be to visit the homes of the applicants and ascertain all the relevant facts and circumstances, including the facts specified in the preceding action, and make report in such form as the court may require. Each person so appointed shall receive such salary not exceeding \$1,200 per annum as shall be recommended by the judge in charge of the juvenile division of the district court and approved by the county board. Such salary shall be paid in semi-monthly installments out of the county treasury together with all expenses certified by the judge to have been necessarily incurred by them in the performance of their duties.

In counties having over 200,000 and not to exceed 330,000 population the judge of the juvenile court may appoint one or more persons for the investigation of application for allowances under this act, whose duty it shall be to visit the homes of the applicants and ascertain all the relevant facts and circumstances including the facts specified in the preceding section and make report in such form as the court may require. Each person so appointed shall receive a salary of \$1,200 per annum, to be paid in monthly installments out of the county treasury, together with all actual expenses certified by the judge to have been necessarily incurred by them in the performance of their duties: *Provided, however,* That the judge may designate by order one investigator to have general charge of the work of all persons so appointed, which person shall receive a salary of \$1,500 per annum, together with necessary expenses, to be paid as aforesaid.

SEC. 7. *Reconsideration upon complaint—Appeal.*—Upon complaint being made to the county attorney by a taxpayer of the county that any person is unlawfully receiving an allowance out of the county funds on account of an alleged dependent child it shall be the duty of the county attorney to investigate such complaint and if he finds it to have probable cause to bring it to the attention of the court by appropriate proceedings. The court shall hear such evidence and argument as shall be offered and shall thereupon make its order confirming, modifying, or setting aside the order complained of, from which decision an appeal may be taken as in a civil action.

SEC. 8. *What property a bar.*—The ownership by a mother of personal property of the value of one hundred dollars, exclusive of appropriate clothing and household furniture and of such tools, implements, and domestic animals as in the opinion of the court it is expedient to retain for the purpose of reducing the expense or increasing the income of the family or of real estate not used as a home; or of real estate, when used as a home, of a value disproportionate to the actual needs of the family, shall be a bar to any allowance under this act.

SEC. 9. *Terms defined.*—The word "husband" in this act may denote either the father of a dependent child or a stepfather of whose family the child is or has been a member. The word "mother" may denote either the mother or a stepmother of whose family the child is a member.

SEC. 10. *Allowance to grandmother.*—Whenever the court shall be of the opinion that the welfare of a dependent child will be best served by permitting him to live in the family of his grandmother, all the provisions of this act shall be so construed as to apply to such grandmother and her husband in like manner as to the mother and her husband.

SEC. 11. *Fraud.*—Any person fraudulently procuring or attempting to procure an allowance under this act for a person not entitled thereto, by any act which does not constitute a felony, shall be guilty of a misdemeanor.

SEC. 12. *Duties of board of control.*—It shall be the duty of the State Board of Control to promote efficiency and uniformity in the administration of this act. To that end it shall advise and cooperate with courts and shall supervise and direct county child welfare boards with respect to methods of investigation, oversight and record keeping; shall devise, recommend, and distribute blank forms; shall by its agents visit and inspect families to which allowances have been made; shall have access to all records and other data kept by courts and other agencies concerning such allowances; and may require such reports from clerks of the courts, child welfare boards, probation officers, and other official investigators as it shall deem necessary.

SEC. 13. *Payments reported to State officers—State to allow one-third.*—During the month of January in each year the county auditor shall certify under oath, in duplicate, to the State auditor and the State Board of Control the amount paid out by the county during the preceding calendar year for allowances under this act; and if the board of control shall approve the same it shall cause its approval to be indorsed by its chairman on the certificate received by the State auditor; whereupon the State auditor shall draw his warrant to the county treasurer for one-third of the amount so certified to have been paid out by the county, and the State treasurer shall pay the same and the county treasurer shall credit the sum so paid to the general revenue fund of the county.

SEC. 14. *Improper administration—Duty of board of control.*—If in any county this act shall be unlawfully or improvidently administered, or if any of the agencies administering it shall wrongfully refuse to cooperate with the State Board of Control as provided in section 12, the board may refuse to approve and indorse the certificate of disbursements provided for in section 13. Such refusal shall be subject to judicial review upon appropriate proceedings.

SEC. 15. *Purpose of act to be liberally construed.*—This act shall be liberally construed with a view to accomplishing its purpose, which is hereby declared to be to enable the State and its several counties to cooperate with responsible mothers in rearing future citizens, when such cooperation is necessary on account of relatively permanent conditions, in order to keep the mother and children together in the same household, reasonably safeguard the health of

the mother and secure to the children during their tender years her personal care and training.

SEC. 16. Action against relative preferred.—Nothing herein shall be deemed to be inconsistent with any right of action against a relative of a poor person conferred by sections 3067 and 3068, General Statutes, 1913.

SEC. 17. Orders made under former law.—All orders of court granting county aid to mothers of dependent children under the provision of chapter 130, laws of 1913 (being sections 7197, 7198, and 7199, General Statutes, 1913), in force where this act takes effect, shall continue in force until confirmed, modified or set aside pursuant to the provisions of this act.

SEC. 18. Sections 7197, 7198, and 7199, General Statutes, 1913, are hereby repealed.

SEC. 19. This act shall take effect and be in force from and after the first day of January, 1918.

Approved April 14, 1917. Amendments approved April 21, 1919.

[Forms Prepared by State Board of Control (as required by Section 12 of act).]

(Petition in matter of dependency and application for county allowance.)

STATE OF MINNESOTA, } ss. JUVENILE COURT.
County of _____ }
In the matter of _____ } Petition in Matter of Dependency
as (a) dependent child _____ } and
To the above named court: } Application for County Allowance.

Your petitioner, _____, a reputable person and resident of said county, respectfully represents that _____ infants under the ages of 16 years, to-wit: of the age of _____ years, respectively, and residents of _____ County _____ are dependent children, in this: that said children _____ are unable to maintain themselves _____ by lawful employment; that the _____ father of said children is _____; that their _____ mother is unable to adequately provide for the support, training, and education of said children without assistance from persons not legally bound to contribute to their _____ support; that _____, whose residence is _____, is the _____ mother of said children; that _____ whose residence is _____, is the _____ father of said children.

WHEREFORE, your petitioner prays that said children be brought before said court, that their _____ alleged dependency may be inquired into pursuant to law; and that if said children shall be found to be dependent, evidence be received and findings made by the court as provided in section 1, chapter 223, General Laws of Minnesota, 1917.

STATE OF MINNESOTA, } ss.
County of _____ } being duly sworn, deposes and says that he has read the above petition and knows the contents thereof and that the same is true to the best of his information and belief.

Subscribed and sworn to before me this _____ day of _____, 19____

Deputy Clerk of _____ Court.

(Statement of applicant and certificate of investigation.)

Court No. _____

STATE OF MINNESOTA, } ss. JUVENILE COURT.
County _____ }

In the matter of _____ }
_____ } Statement of Applicant for
_____ } County Allowance.
_____ as dependent child _____ }

Name in full _____ Age _____
Address _____ How long at present address? _____
In _____ city or village? In _____ County? In Minnesota? _____
Is applicant a U. S. citizen or declarant? (State in detail) _____
Does applicant own home? _____ How many rooms? _____
Any other property, real or personal? _____

Property held in trust for children?-----
Has applicant any money in bank?-----What amount?-----
What bank?-----
Does applicant authorize official investigator to inquire of bank?-----
Monthly rental?-----How many rooms?-----Outstanding debts?-----
Where was applicant born?-----
Marital history-----
Full name of father of children-----
State cause and place of his death-----
If husband living, state particulars-----
If husband dead, what property did he leave, including life insurance and benefits from fraternal orders?-----
How has insurance money been spent?-----
Life and health insurance now carried by husband?-----

CHILDREN UNDER SIXTEEN.

Name.	Date of birth.	Place of birth.	School.	Grade.	Physical condition.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

CHILDREN OVER SIXTEEN.

Name.	Address.	Married.	Occupation.	Income.	Contribution.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

RELATIVES.

Name.	Address.	Relation.	Occupation.	Income.	Family.	Contribution.
-----	-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----	-----

What relief has applicant received from public or private sources, with particulars?-----
Present employment with earnings-----
Name and address of employer-----
If allowance is made applicant, what work can she procure and do at home, and what can she earn?-----
If allowance is refused, would applicant be required to work regularly away from home and child-----for-----support?-----
Can applicant support child-----without contributions from public sources or persons not legally bound to contribute?-----
What is the least amount that would enable applicant to stay at home with child-----, and properly care for-----?
Husband's occupation and annual income?-----
Name and address of applicant's physician?-----
Church affiliation-----
Will applicant promptly notify official investigator of any change of address or circumstances?-----
Give names and addresses of three persons who have known applicant for last two years-----

STATE OF MINNESOTA, } ss.
County of-----
-----, being first duly sworn, states that each of her answers to the foregoing questions is true, to the best of her knowledge and belief.
Subscribed and sworn to before me this-----day of-----, 19-----
Notary Public,-----County, Minn.
My commission expires-----

CERTIFICATE OF OFFICIAL INVESTIGATOR.

I certify that except as is hereinafter noted I have by careful investigation verified the foregoing affidavit of the applicant, and believe the same to be true as to every fact therein stated.

Further particulars as to property owned by applicant are as follows:-----

I further certify that in my opinion—
(1) The child----- on whose account application is made is (are) dependent in that adequate support, training, and education can not be secured for them without the contributions of the county or of persons not legally bound to so contribute.
(2) Such dependency is due to the poverty of the----- mother without neglect, improvidence, or other fault on her part.
(3) The----- mother is a proper person to have the custody of said child-----, and----- welfare will be subserved by permitting them to remain in her custody if adequate means of support can be provided.
(4) The surroundings of the household, including its other members, are such as to make for the good character of children growing up therein.
(5) The sum of----- dollars (\$-----) per month ought to be allowed the applicant pursuant to the provision of chapter 223, Laws 1917, based on the following estimate of monthly expense and income:

Expense.		Expense.	
Housing		Earnings of mother	
Food		Earnings of	
Clothing		Earnings of	
Fuel and light		Earnings of	
Miscellaneous			
Total		Total	

(6) No other financial assistance except as stated in the preceding schedule may reasonably be expected from any relative, society or other source:

Dated-----, 19----- Official Investigator.

(Findings and order for county allowance.)
Court No. -----

STATE OF MINNESOTA, }
County of----- } JUVENILE COURT,
In the matter of----- }
-----, as dependent children. } Findings and Order
----- } for County Allowance.

The above entitled matter came regularly on for hearing on-----, 19-----, before the Honorable-----, Judge of said Court, upon the petition of-----, duly filed herein; and said children having been duly adjudged to be dependent; and it appearing that all of said children are under the age of sixteen years; and that none of said children is lawfully entitled to receive an employment certificate, the court, after hearing all the evidence adduced at said hearing and being fully advised in the premises, finds:

That said----- was born on the----- day of-----, 19-----
That said----- was born on the----- day of-----, 19-----
That said----- was born on the----- day of-----, 19-----

(a) That the----- mother of said children is-----, whose residence is-----, Minnesota; and that she is----- a widow;

(b) That----- her husband, the----- father of said children, is-----

- *1 { 1. That he is an inmate of-----, a penal institution under a sentence which will not terminate within three months from the date of this finding.
2. That he is an inmate of-----, a State insane asylum or hospital or State hospital for inebriates.
3. That he is unable to labor for the support of his family by reason of physical disabilities.
4. That he is, and for one year has been, under indictment for the crime of abandoning such child-----, and by reason of the foregoing, support on account of said child----- is not obtainable from said husband.

(c) That the dependency of said child----- is due to the poverty of the----- mother without neglect, improvidence, or other fault on her part;

(d) That the----- mother of said child----- is otherwise a proper person to have the custody of said child-----;

(e) That the welfare of said child----- will be subserved by permitting them----- to remain in the custody of their----- mother, if adequate means of support shall be provided;

(f) That said----- is a citizen of the United States and----- has resided in said State continuously during two years last past, and in said county continuously during one year last past.

*2 { g. Findings on the following facts must be made in case any child is over fourteen and under sixteen years of age:

1. That the child----- is more than fourteen years of age and is under the age of sixteen years, to-wit:----- years and----- months.
2. That said child----- is not of the normal development of a child of h-- age--, not of sound health, and not physically able to perform work which will produce substantially enough for h-- own support.
3. That said child-----, though of normal development and physically able to perform work which will produce substantially enough for----- own support, ha----- not completed the studies taught in the common schools of the district in which such child----- resides.

And the court further finds that the sum of _____ dollars per month _____ is the amount of money necessary to be allowed by said _____ County on account of said child _____ to enable the _____ mother to properly bring them _____ up in her own home.

It is therefore ordered, That said child _____ be permitted to remain in the custody of _____, the _____ mother of said child _____, subject to the friendly visitation of such person as may from time to time be designated by the court;

That the Treasurer of _____ County, Minnesota, be and he is hereby directed to pay to said _____ the sum of _____ dollars per month on account of said child _____, beginning _____, 19____, until said child _____ respectively attain the age of sixteen years or until further order of the court.

By the court:

Judge.

Dated _____, Minn., _____, 19____

[Note.] * (1) If husband is living, strike out those of the paragraphs, or parts of paragraphs, numbered 1, 2, 3, and 4 not appropriate to the case. If the husband is dead, strike out the paragraphs numbered 1, 2, 3, and 4.

[Note.] * (2) A child under fourteen years of age is not lawfully entitled to an employment certificate. But a child between the ages of fourteen and sixteen may be. The findings in paragraph "g" show facts which would make the issuance of an employment certificate to a child between fourteen and sixteen unlawful. Such findings must be made for such a child. Strike out paragraph "g" if not appropriate.

(County allowance quarterly report.)

STATE OF MINNESOTA,	} ss.	JUVENILE COURT.
County of _____		
In the matter of _____		} County Allowance Quarterly Report.
As dependent children,		

Full name of mother _____
 Present address (in full) _____
 Condition of mother's health _____
 Is mother neglectful of children? _____
 Is mother improvident or wasteful in management of household? _____
 Are her expenditures wise? _____
 What is report of tradesmen with whom she deals _____
 Do children look healthy—happy—if of school age what is school record and report—church report? _____
 Is home neat, clean, and well kept? _____
 Are there any changes in home since last report? _____
 Are there any undesirable influences or surroundings? _____
 Is English language used by all in family? _____
 Are any persons besides mother and children living in family? _____
 If father of children is living, state present whereabouts and condition _____
 Has family any tools or domestic animals that aid in its support? _____
 Value _____
 Value of any money or credits _____
 Monthly earnings of family—how and where employed _____
 Mother _____
 Father _____
 Any help from other public or private sources _____
 Are all members of household contributing who should _____
 Are other persons, legally or morally bound to help, assisting _____
 Is allowance paid for any child now 16 years old _____
 Present total amount being paid mother _____
 Continue present allowance _____ Increase it? _____ Diminish it? _____
 (Amount.) (Amount.) (Amount.)
 Should any new conditions be imposed on mother as to management of her house or care of children _____
 Further recommendations _____

I certify that the above facts have been ascertained after careful investigation and after personal visit to the home, and I believe them to be true as stated.
 Date of investigation _____

Official Investigator.

Date of report _____

NOTE.—This report should be prepared with special reference to any changes that may have occurred since the last investigation. Carefully note any improvements which may have taken place. Report should be made only after personal visit to home of family and upon thorough and accurate inspection. Care should be used to investigate in a manner which will not unnecessarily offend the mother or affect her dignity as a member of the community. The mother should regard the investigator as a friend who offers advice and assistance and not merely as an inquisitor.

(Notice of hearing—County allowance.)

STATE OF MINNESOTA, } ss. JUVENILE COURT.
County of _____

In the matter of

_____ as (a) dependent child _____ } Notice of Hearing.

TO THE COUNTY ATTORNEY:

Please take notice that proceedings have been instituted by a petition of _____
_____ for the purpose of allowing aid out of the county treasury to _____
whose address is _____, mother of the above-named dependent
child _____, pursuant to chapter 223, Laws of 1917, as amended by chapter 328, Laws
of 1919, and that said petition will be heard and disposed of by this court on the
as soon thereafter as the matter can be heard at the office of _____ in
_____ day of _____, 19____, at _____ o'clock __ M., or
the _____, city or village of _____, in said county.

By the Court:

Judge or Clerk.

Dated _____ 19____
To _____

143973°—19—9

MISSOURI.

[Laws 1917, pp. 151-153.¹]

An Act To provide for the support of needy mothers with dependent children, and of women about to become mothers.

Be it enacted by the General Assembly of the State of Missouri as follows:

SECTION 1. County court to provide support.—The county court² in every county which now has or hereafter may have a population of less than two hundred and fifty thousand shall appropriate out of the moneys in the county treasury not otherwise appropriated, and place at the disposal of the county board of welfare, such sums as may be necessary to provide for the support of needy mothers in accordance with the provisions of this act.

SEC. 2. Who entitled to support.—Any needy mother having the custody of a dependent child or children under the age of sixteen years, and any needy woman about to become a mother, who is a resident of a county and has resided therein for at least one year shall be entitled as hereinafter provided, to the benefits of this article: *Provided*, That the father of such child or children, or expected child, is either dead, or in any hospital for the insane or for the feeble-minded or epileptic, in prison, or is permanently incapacitated to earn a living, or has deserted her or such child or children; or provided that she is divorced from the father.

SEC. 3a. Conditions of allowance.—Monthly allowances to mothers of dependent children shall be made by the county board of public welfare upon the following conditions: (a) the dependent child or children must be living with the mother during the period in which support is provided; (b) the allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and when by means of such allowance, she would be able to remain at home with her child or children; (c) the mother must, in the judgment of the county board of public welfare, be a person morally, mentally and physically fit and competent to rear her children; (d) such allowance shall, in the judgment of the county board of public welfare, be necessary to save the child or children from neglect; (e) no allowance shall be made in any case except when after investigation by the said county board, it has been ascertained that there are no relatives able or willing to aid in the support of the child or children.

¹ Bill was drafted by the Missouri Children's Code Commission. By population limitation the mothers' pension law adopted in 1911 applied only to Jackson County, in which Kansas City is located. Another act of the same year gave the City of St. Louis power to create, by ordinance, a board of children's guardians to care for delinquent, dependent, and defective children. Such an ordinance was passed in 1912 and provided for the boarding out of dependent children with their own mothers. The present act, by population limitation, leaves undisturbed the administration of mothers' pensions by the juvenile court in Jackson County and by the board of children's guardians in St. Louis. An earlier State-wide act passed in 1915 was vetoed by the governor because it failed to make special provision for St. Louis.

² Corresponds to the county commissioners in other States. The so-called "court" has no judicial functions but is the general administrative body in the county. (Report of Missouri Children's Code Commission 1918, p. 32.)

SEC. 3b. *Expectant mothers—Allowance.*—Monthly allowances to expectant mothers¹ shall be made by the county board of public welfare upon the following conditions: (a) The allowance shall not commence prior to three weeks before child-birth and shall not continue longer than three weeks after child-birth. (b) Such allowance shall in the judgment of the county board of public welfare be necessary to save the mother and child from neglect; (c) no allowance shall be made in any case except when after investigation by the said county board it has been ascertained that there are no relatives able or willing to aid in the support of the mother and child.

SEC. 4. *Amount of allowance.*—The amount of allowance to such needy mothers as shall be adjudged entitled to the benefits of this act shall be sufficient and adequate to enable the mother where she has a dependent child or children to rear such child or children properly. It shall not be more than sixteen dollars (\$16) per month when the mother has only one child under the age of sixteen (16) years; and not less than eight dollars (\$8) a month for each additional child under the age of sixteen (16) years: *Provided*, That in no case shall a larger allowance than forty dollars (\$40) a month be made.

SEC. 5. *Partial relief.*—Should the fund herein authorized to be appropriated, be sufficient to permit an allowance to only a part of the persons coming within the provisions of this act, the county board of public welfare shall select those cases in most urgent need of such allowance.

SEC. 6. *When allowance shall cease.*—Whenever any child, in whose behalf an allowance under the provisions of this act has been made, shall reach the age of sixteen years (16) such allowance shall cease: *Provided*, That the county board of public welfare, in its discretion, at any time before such child reaches such age of sixteen (16) years may discontinue or modify such allowance within the restrictions as to the amount prescribed by section 4 of this article. It shall be the duty of the county board of public welfare to investigate at least semiannually, every case in which an allowance has been made, and to determine whether such allowance should be discontinued or modified.

SEC. 7. *Penalty for fraud.*—Any person procuring, or attempting to procure any allowance for a person not entitled thereto, shall be guilty of a misdemeanor and on conviction thereof, shall be punished by a fine of not less than one hundred dollars (\$100) or more than five hundred dollars (\$500) or by imprisonment in the county jail for a period of not more than one year, or both such fine and imprisonment.

SEC. 8. *Record of allowances to be kept.*—In each case where allowance is made to any woman under the provisions of this act, the board of county welfare shall make and keep a record of such allowance and of all payments made under it.

SEC. 9. *Repeal.*—All acts and parts of acts inconsistent or in conflict with this act, are hereby repealed.

SEC. 10. *County court to carry out.*—If for any reason the county does not contain a "board of county welfare"² then the county court shall carry out the provisions of this act.

Approved April 12, 1917.

¹ An allowance for an unborn child may be made also in Colorado and Pennsylvania by amendments adopted in 1919.

² The bill providing county boards of child welfare, recommended by the Children's Code Commission, failed of passage in 1917.

SEC. 6. *To whom applicable.*—The provision of this law shall not apply to any woman whose husband is not dead or who is not confined in the Missouri State Penitentiary or other prison in this State, and in the latter case it shall not apply unless such prisoner is the lawful husband of the woman seeking such allowance.

SEC. 7. *Penalty for fraud.*—Any person procuring, or attempting to procure, any allowance for a person not entitled thereto, shall be deemed guilty of a misdemeanor and on conviction thereof shall be punished by a fine of not less than one hundred dollars (\$100) nor more than five hundred dollars (\$500), or by imprisonment in the county jail for a period of not more than one year, or by both fine and imprisonment.

SEC. 8. *Motion to set aside allowance.*—In each case where an allowance is made to any woman under the provisions of this act, a judgment entry to that effect shall be entered upon the records of the juvenile court making such allowance, and it shall be the right of any taxpaying citizen at any time to file a motion to set aside such judgment, and on such motion the juvenile court, or the court to whom such motion may be taken on a change of venue, shall hear evidence either with or without a jury, as either side may demand, and may make a new order granting or refusing such allowance, and from such order, so made, an appeal shall lie as in ordinary civil cases. If the judgment, making such allowance, is not appealed from or is affirmed on appeal, the person filing such motion shall pay all of the costs of such motion and proceedings subsequent thereto. Such motion may be renewed from time to time, but not oftener than once in any calendar year.

SEC. 9. *Repeal.*—All acts or parts of acts in conflict with this act are, in so far as they so conflict, hereby repealed.

SEC. 10. *Emergency clause.*—There being no adequate provision of law covering the subject of partial support of poor women, an emergency within the meaning of the constitution is hereby declared to exist; therefore, this act shall take effect and be in force from and after its passage and approval.

Approved April 7, 1911. Amendment approved March 25, 1913.

[Forms used in Juvenile Court of Jackson County (Kansas City.)]

APPLICATION OF WIDOW FOR ALLOWANCE.

Give your name in full: _____. Give your address: _____. Your age: _____. How long have you lived at your present address? _____. Do you own your own property? _____. What property have you, real or personal? State fully: _____. If you rent, who is your landlord? _____. What rent do you pay? _____. Amount of rent owing: _____. Account of outstanding debts: _____. Where were you born? _____. Nationality: _____. Where was your husband born? _____. Nationality: _____. Give his name in full: _____. Give place, cause, and date of his death: _____. Place and date of his imprisonment: _____. If your husband is dead, state what property he left, including life insurance: _____. Give the names of all your children; also date and place of birth: _____. How many children are living with you? _____. Name them: _____. If any of your children are married, give their names and addresses: _____. How long have you lived in Jackson County continuously last before the making of this application? _____. Give dates: From _____ to _____. State what your income is, including the salary of any child or children that you may have employed: _____. Have you any money in bank? _____. Amount: _____. What bank? _____. Do you authorize me to inquire of the bank? _____. Give date and place of your marriage: _____. Have you your marriage certificate? _____. How many times have you been married? _____. Give the name of your father: _____. Give his age and address, if living: _____. Give the name of your mother: _____. Give her age and address, if living: _____. Give the names and addresses of your brothers: _____. Give the names and addresses of your sisters: _____. Give the name of your husband's father: _____. Give his age and address, if living: _____. Give the name of your husband's mother: _____. Give her age and address, if living: _____. Give the names and addresses of your husband's brothers: _____. Give the names and addresses of your husband's sisters: _____. State what relief you have received from public or private sources: _____. Give amounts, and the names and locations of institutions: _____. Are you employed away from home? _____. If so, state where, giving name and address of your employer, and what you earn: _____. How long since your husband's death have you been employed away from home? _____. If an allowance is made you, what

CITY OF ST. LOUIS.

In St. Louis a municipal commission to study the question of the care of delinquent, dependent, and defective children, which made its report in 1911, recommended that every dependent child, not in need of hospital treatment, be cared for in a family home, and that so far as possible the child should be kept with its own family or relatives. The commission recommended the appointment for St. Louis of a board of children's guardians. To permit this a special act was passed by the Missouri Legislature April 3, 1911, empowering cities of 500,000 inhabitants or more to create, by ordinance, a board of children's guardians, and authorizing such board to receive delinquent, dependent, and defective children and to place them in public institutions or with families, and permitting such city to provide for the payment of the care of any such child in any public institution or with any family. (Laws 1911, p. 349.)

The ordinance passed by St. Louis under the authority of this act is as follows:

[Ordinance 26565 approved July 8, 1912, as amended by Ordinance 28134 approved July 14, 1915.]

Be it ordained by the city of St. Louis, as follows: SECTION 1. *Establishment of board of children's guardians.*—Accepting the provisions of an act of the General Assembly of the State of Missouri, approved the third day of April, 1911, entitled "An act to authorize and empower any city now or hereafter having five hundred thousand inhabitants to create a board of children's guardians," etc., and under the authority of subdivision B, section three, article fourteen, of the charter of the city of St. Louis, relating to a board of children's guardians, there is hereby created a Board of Children's Guardians of the City of St. Louis, to consist of seven members, who shall be appointed by the mayor for a term of four years each, but not more than two members shall be appointed in any one year except to fill vacancies in unexpired terms.

The board shall choose from among its members a chairman, vice chairman and secretary. The secretary shall keep a record of all proceedings of said board. The board shall have an office in a municipal building, as may be designated by the mayor.

The board shall meet on the fourth Tuesday of each month except that be a legal holiday, and shall hold such special meetings as may be deemed necessary by it. Absence from three consecutive regular meetings without giving excuse satisfactory to the board and so entered upon the records, shall vacate the office of any member of the board.

The members of the board shall serve without compensation, provided that necessary expenses by them incurred in the discharge of their duties, with the approval of a majority of the board, shall be refunded to them.

SEC. 2. *Appointment of agent, visitors, and other employees.*—The board shall appoint an agent who shall not be of their own number. Such agent shall receive a salary, payable in semimonthly installments, at the rate of twenty-one hundred dollars for the first year of service, with an increase of one hundred dollars per annum for each year's additional service of the incumbent until a maximum of twenty-four hundred dollars shall be reached, when the maximum so attained shall be the rate thereafter.

The board may appoint visitors each at a salary payable at the rate of seventy-five dollars per month for the first year of service, with an increase of one hundred dollars per annum until a maximum of twelve hundred dollars shall be reached, when the maximum so attained shall be the rate thereafter.

The board may appoint a stenographer and also a record clerk who shall be a qualified stenographer, at a salary payable at the rate of seventy-five dollars per month each, provided that after two years of service the board may increase the salary to a maximum of eighty-five dollars per month each, which shall be the rate thereafter.

within the State of Missouri for the care of defective children, and to place neglected, dependent, or abandoned children in the St. Louis industrial school or other municipal institution of the city of St. Louis, but only in case no suitable family homes can be found for them, and only until such homes can be found. Said board shall have the power and authority to place any child in its charge or under its control with any family qualified and able in the opinion of the board to provide for the comfort and wants of such child, and to care for its moral and physical welfare, provided that no child shall be placed with any family when the head thereof is of different religious affiliation from that of the child's parents or guardian, if such affiliation can be ascertained; or to place such child with its own mother if she be a widow or if her husband be confined in the St. Louis sanitarium or in any public institution of the United States, or of the States, Territories, or possessions of the United States,¹ and then only after the board through an investigation by its agent has determined that such mother has been a resident of the city of St. Louis for a period of at least two years immediately prior thereto, and is competent, morally, mentally, and physically to properly rear, supervise, and train such child, and that her home is a suitable and fit place for such child. The board may make such further rules and regulations to safeguard the placement, care and attention of children boarded in foster homes or in their own homes as they may in their judgment deem necessary. The board shall, so far as practicable, place children within the city of St. Louis, and when not practicable, the children may be placed in the State within a radius of fifty miles of St. Louis.

For the board and maintenance of every child placed with a family, or with the mother of the child, the city shall pay whatever sum may be determined by said board, not in excess, however, of the sum of three dollars and fifty cents per week: *Provided, however,* That with the consent of the comptroller first had and obtained, as evidenced by his certificate in each and every case, the said board may authorize and the city shall pay a greater amount, as fixed by the comptroller's certificate. In addition to said amount thus fixed the city, upon the action of said board, may pay for clothing and for medical treatment not exceeding the sum of twenty-five dollars per year per child: *Provided, however,* That a greater sum may be authorized by said board and shall be paid by the city, upon the certificate of the comptroller having been first had and obtained in each and every case. All expenditures authorized by the board shall be certified by the board's agent and chairman, or in the absence of the chairman, the vice chairman, or in the absence of both, then by a member of the board. The board shall not authorize any payment for the maintenance of any child after such child has passed the age of fourteen years. * * *

SEC. 7. Report.—On the first day of April of each year the said board shall render an annual report to the mayor, detailing in full the work of the board in taking charge of and placing children and foundlings, together with the expenses of the department, and embracing the supervision and control of the St. Louis industrial school and Bellefontaine Farms, together with all other useful information dealing with the care of delinquent, neglected, dependent, and defective children of the city of St. Louis as the board may deem in its judgment important. In addition thereto the board shall render such special reports to the mayor and the board of aldermen as it may be requested to do under authority of section ten of article eight of the charter of the city of St. Louis. Copies of the reports of the board shall be filed in the municipal reference library.

¹ Limited at first to widows. Amended ordinance of 1915 included the families of men who are inmates of any institution except the city workhouse.

² Rest of section relates to the care of foundlings. Sec. 8 is on the administration of the Industrial school.

[Forms Used by St. Louis Board of Children's Guardians.]

APPLICATION TO HAVE BOARD TAKE CHARGE OF CHILDREN.

Name in full _____ No. _____
 What is your age _____ Nationality _____
 How long have you lived in St. Louis _____
 Address _____
 What rent do you pay _____ Is it paid up _____ How many rooms _____
 How long have you lived there _____
 Name and address of landlord _____
 Your previous address _____ How long did you live there _____
 Name and address of landlord _____
 Name of husband _____ Occupation _____
 Religion _____ When were you married _____ Where _____
 Date of husband's death _____ Cause _____
 Were you living with your husband at time of his death _____
 Where did he die _____ Where buried _____
 Name of attending physician _____ Address _____
 If husband is not dead give his address _____
 When did he leave you _____ Why _____
 Have you heard from him since _____ When _____

Names of children.	Age.	School.	Employed at.	Occupation.	Wages.
1.
2.

Names and addresses of married children _____

Names of children not married not living at home _____

Were you previously married _____
 Name of previous husband _____
 Did he die or is he living _____
 Do you know where he is now _____
 Have you any relatives living _____
 Father _____ Address _____
 Mother _____ Address _____

Brothers, sisters; names.	Address.	Married.	Occupation.	Employed at—
1.
2.

Has your husband any relatives living _____ Give names below _____

Names.	Address.	Married.	Occupation.	Employed at—	Relation.
1.
2.

What is your occupation _____ Where employed _____
 What wages do you receive _____ How long employed there _____
 Names and addresses of previous employers _____

Did husband leave any property _____ How much _____
 Insurance _____ How much _____
 Do you own any property _____ Where, and how much _____
 Have you any money in the bank _____ Amount _____
 What bank _____
 Do you authorize us to inquire of the bank _____ Of what church are you a member _____
 Name and address of minister _____
 Of what lodge are you a member _____
 Name and address of officer of lodge _____
 Have you been helped by other organizations _____ When _____
 What was the nature of the assistance _____
 What is it you wish this board to do _____
 If this board assisted you what work could you procure and do at home, and what can you earn from it _____
 If this board refused to assist you, would you be required to work regularly away from your home and children for their support _____

What is the least amount that would be necessary to enable you to stay at home with your children and take care of them

Give names and addresses of five responsible persons to whom we can refer:

1.

2.

3.

4.

5.

Who sent you to this office

(Name of Applicant.)

(Address of Applicant.)

Date of application.

Applicants will be required to appear before a notary public in the rooms of the Board of Children's Guardians and make affidavit that the foregoing statements are true to the best of their knowledge and belief.

INVESTIGATOR'S REPORT OF APPLICATION TO HAVE CHILDREN
BOARDED WITH MOTHER.

Family name.	Application date.	Application No.	Cross reference.	Investigated by.	Case No.

Full names.	Date of birth.	Veri- fied?	Birth place.	Rel.	At home.	Occupation or school or physical or mental defects.	Nation- ality or race.
1. Father.....							
2. Mother(maiden name)							
3. Step or foster parent.							
4. Children.....							
5.							
6.							
7.							
8.							
9.							
10.							
11.							

Others in family.	Age.	Relation.	Contributes.	Remarks.
12.				
13.				

Relatives.	Address.	Kinship.	Ability to contribute, and remarks.
14.			
15.			
16.			
17.			
18.			
19.			
20.			

	Time in U. S.	Mo.	St. Louis.	Date of marriage.	Place of marriage.	Previous marriage.
1. Father.....						
2. Mother.....						

	Date of death.	Cause.	Length of illness.	Died where— buried where.	Living with wife.	Police or inst. record.
1. Father.						



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**INVESTIGATOR'S REPORT OF APPLICATION TO HAVE CHILDREN
BOARDED WITH MOTHER—Continued.**

1. Father—Continued.	Physician.	Address.		Minister.	Address.	
	Employed at.	How long.	Wages.	Previous employment.	How long.	Wages.
	Leave insurance.	Money or property.		Character—reputation.		

Charity—church—organization record of family.		Individuals indorsing applicant.	
Church affiliation.	Time known.	Name.	Address.

Application No.		Living conditions.			Case.
Date.	Address.	Type.	Number rooms.	Rent.	Landlord-agent. Address.
A					
B					
C					

A. Sanitary conditions.....	Remarks.....
A. Neighborhood conditions.....	Remarks.....
Family own any property.....	Mother—Character, etc.....

Works.	Place.	Wages.	Hours.,	How long there.	Record.
Mother.....					

Remarks.....

Present family income and expenses per month.				Estimated family income and expenses per month.			
1. Mother.....		Rent.....		1. Mother.....		Rent.....	
2.....		Food.....		2.....		Food.....	
3.....		Clothing.....		3.....		Clothing.....	
4.....		Insurance.....		4.....		Insurance.....	
5.....		Car fare.....		5.....		Car fare.....	
6.....		Fuel, light.....		6.....		Fuel, light.....	
7.....				7.....		Misc.....	
Total income.....		Total exp.....		Total income.....		Total exp.....	

Remarks.....

INVESTIGATOR'S REPORT OF APPLICATION TO HAVE CHILDREN
BOARDED WITH MOTHER—Continued.

Recommendation of charities and individuals interviewed and written to.	Investigator's recommendation and remarks.
1.....
2.....
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5.....	Date..... Signed.....

Agent's action—Date.....
Board's action—Date.....

Names of children committed.	Date of commitment.	Board agreed to pay.	Subsequent order.	Subsequent order.	Subsequent order.
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Application No.	Story sheet.	Case No.
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MONTANA.

[Laws 1917, ch. 83,¹ as amended by Laws 1919, ch. 198.²]

An Act Relating to a mother's pension and for the care of dependent children in their own home by their mother, the father of said children being dead or an inmate of some Montana State institution or who has failed to provide for said children for a period of one year or more, or who is physically or mentally incapacitated, and whose mother is financially unable to support such children; providing a penalty for the violation thereof and repealing sections 1, 2, 3, 4, 5, 6, and 7 of chapter 86 of the session laws of the fourteenth legislative assembly.

Be it enacted by the Legislative Assembly of the State of Montana:

SECTION 1. *Allowance for dependent children.*—Each child under the age of sixteen (16) years, whose father is dead or an inmate of some Montana State institution, except the Montana State Prison, or who is physically or mentally incapacitated, which said act of disability shall have occurred while he was a resident of the State of Montana, and who has, for a period of one year or more failed to provide for said child, or whose father is an inmate of the Montana State Prison and has for a period of 90 days or more failed to provide for such child, shall be entitled to such assistance which will help make it possible for such child to be cared for in his or her own home without being sent to some public institution, said financial aid to be given to the mother of said child or children as in this act provided.

SEC. 2. *Amount of allowance.*—Each child as provided for in section 1, whose mother is financially or physically unable to support such child, shall be allowed from the public moneys of the county in which the mother resides, the sum of twenty (\$20.00) dollars per month if there is one child in said family only; if there be more than one child, then the sum of fifteen (\$15.00) dollars per month for the first child and ten (\$10.00) dollars per month for the second child and five (\$5.00) dollars per month for each additional child, provided that the total amount paid to any one mother shall not exceed fifty (\$50.00) dollars per month, said money to be paid to the mother of said child or children.

SEC. 3. *Conditions of allowance.*—The allowance herein referred to shall be made subject to the following conditions: (1) The child or children for whose benefit allowance is made must be living with the mother of such child or children. (2) The allowance shall be made only when in the absence of such allowance the mother may be required to work regularly away from her own home and children, when by the means of such allowance she can remain at home with her children, provided that the mother may at times be absent for work by the consent of the judge of the district court, if he should deem it necessary and if such work does not injure her health or cause neglect of her children. (3) The mother must, in the judgment of the juvenile court

¹ Repealed Laws 1915, chap. 86. The revised law raised the age limit of the children who might be aided from 14 to 16 years and increased the maximum allowance from \$10 to \$20 per month for one child, from \$7.50 to \$10 for the second child, and from \$2.50 to \$5 for each additional child, with a limit of \$50 for any one family. It lowered the residential requirement from two years to one year in the county and gave discretion to the judge of the district court as to the amount of work the mother might do away from her home. Sections 6 and 7 contain new provisions.

² Amendment of 1919 excluded mothers who are not citizens from the provisions of the law and added conditions numbered 7 and 8 in section 3.

officer, if there be one, and if not, in the judgment of the court, be a proper person physically, mentally, and morally for the bringing up of her children. (4) Such allowance shall, in the judgment of the court, be necessary to save the child or children from neglect. (5) No person shall receive the benefit of this act who is not a citizen of the United States and who shall not have been a resident of the county in which said application is made for at least one year prior to the making of such application for such allowance. (6) *Provided*, That the provisions of this act shall not apply to any child who has property of its own sufficient for its support. (7) Application shall be made by the mother to the county attorney whose duty it shall be to file a petition with the district court or a judge thereof setting forth the facts above required. The said court or the judge thereof shall designate the Bureau of Child and Animal Protection of the State of Montana, or the county probation officer of the county wherein the mother resides, to make a thorough investigation of all the facts of the case and make such findings and report thereon under oath, as the result of the investigation, and to appear at the hearing of said application to testify in support of said findings and report, if required. And it is hereby made the duty of the county attorney to appear at such hearing and conduct such investigation. (8) Every person receiving an allowance under this act shall, every six months, file with the county auditor in counties having an auditor, and with the county clerk in counties not having an auditor, a report in writing, verified under oath, showing whether or not she has remarried; whether any of the children for whom she is receiving an allowance for support have died, or not living with her, or are not being supported by her; her present place of residence, and the present place of residence of the children for whom she is receiving an allowance; whether any of such children have attained the age of sixteen years, or have acquired property sufficient for their support.

SEC. 4. Allowance paid out of county funds.—Whenever the judge shall determine that the allowance under this act shall be made, he shall make an order to that effect, which order, among other things, shall set out the full name of the mother, her place of residence, the names and ages of the children and the amount allowed to each child, and upon presentation of such order the county commissioners shall direct monthly warrants to be drawn therefor, which warrant shall be paid from the general funds of the county.

SEC. 5. When allowance shall cease.—No allowance for any child shall continue after such child has reached the age of sixteen (16) years. Whenever the mother of any child on whose account any allowance shall have been made under the provisions of this act, shall marry, such allowance shall cease.

SEC. 6. Be it further provided, That under the conditions of this act, when the father of the child or children applying for assistance has been convicted of a crime and ordered confined to the State prison, the county in which he was convicted shall pay the allowance made for said child or children to the mother.

SEC. 7. Penalty for fraud.—Any one who fraudulently makes an application to receive the benefit of this act, or who misrepresents the name of the applicant, the place of residence or the names and ages of the children, in order to receive the benefit of said act, shall be deemed guilty of a misdemeanor and shall be subject to a fine of not less than twenty-five (\$25) dollars or more than five hundred (\$500) dollars, or imprisonment in the county jail for six months, or subject to both such fine and imprisonment.

SEC. 8. Repeal.—All acts and parts of acts in conflict herewith are hereby repealed.

SEC. 9. This act shall be in full force and effect from and after its passage and approval.

[Forms used by district courts.]

PETITION.

IN THE DISTRICT COURT OF THE _____ JUDICIAL DISTRICT OF THE STATE OF MONTANA
IN AND FOR THE COUNTY OF _____.

In the matter of the application of _____
to be provided with financial aid in the } PETITION.
care of her dependent children.

To the Honorable _____, Judge of the District Court of
the _____ Judicial District of the State of Montana:

Your petitioner, _____, residing at _____,
_____ County, Montana, respectfully represents and shows:

That she is a mother with _____ children under the age of sixteen
years, to-wit:

_____ Born _____
_____ Born _____
_____ Born _____
_____ Born _____

That her husband, _____
(Give date of husband's death or other cause as provided in Section I. of Chapter 83,
Fifteenth Session Laws.)

That she is wholly dependent for the support of said children and herself upon her
labor; that if provided for according to the terms of chapter 83 of the Session Laws
of the Fifteenth Legislative Assembly of the State of Montana, said children _____
will be able to remain at home under the care of said
mother _____;

That the said _____ is a proper person physically, men-
tally, and morally for the upbringing of her said children.

That it will be necessary that an allowance shall be made according to the provisions
of the aforementioned act, in order to save the children from neglect;

That in the absence of such allowance the mother will be required to work regu-
larly away from her home and children, when by means of such allowance she will
be able to remain at home with her children;

That said petitioner, _____, has been a resident of
_____ County for a period of more than one year, to wit, _____
years;

That the said children, _____ have no property of their
own sufficient for their support.

Therefore, your petitioner prays that an order issue out of this court fixing the
date upon which this petition shall be heard, and that upon the hearing of said petition
and the establishment of the facts set forth therein, that the court make an order for
the payment of said financial aid to said petitioner, under the provisions of the above
named Act as prayed for.

Petitioner.

Dated this _____ day of _____,

STATE OF MONTANA, }
County of _____ } ss.

_____ being first duly sworn, upon oath deposes and says:
That she is the petitioner herein, that she has read the foregoing petition and knows
the contents thereof, and that the matters, statements, and allegations therein contained
are true of her own knowledge except as to those matters therein set forth upon infor-
mation and belief, and as to those she believes it to be true.

Subscribed and sworn to before me this _____ day of _____,

NOTICE OF HEARING.

IN THE DISTRICT COURT OF THE _____ JUDICIAL DISTRICT OF THE STATE OF MONTANA
IN AND FOR THE COUNTY OF _____.

In the matter of the application of _____
to be provided with finan- } NOTICE OF HEARING.
cial aid in the care of her dependent chil- }
dren.

It appearing that _____ has filed a verified petition to be
provided with financial aid in the care of her dependent children under the provisions of
chapter 83 of the session laws of the fifteenth legislative assembly of the State of
Montana;

It is hereby ordered that a hearing be had upon said petition at the court room of
said district court at _____ County, Montana, on the _____ day
of _____, at the hour of _____ o'clock, -- m., at which
time all persons interested in said petition may offer evidence for or against granting
the financial aid prayed for;

It is further ordered that a copy of this notice of hearing be served upon the clerk
of the board of county commissioners and that a copy thereof be given or mailed to the
petitioner, _____

Done in chambers this _____ day of _____,

Judge.

ORDER OF COURT.

IN THE DISTRICT COURT OF THE.....JUDICIAL DISTRICT OF THE STATE OF MONTANA
IN AND FOR THE COUNTY OF.....

In the matter of the application of
.....to be provided } ORDER.
with financial aid in the care of her de-
pendent children.

This matter coming on to be heard this.....day of.....
....., upon the verified petition of....., upon the
verified petition of.....for financial aid in the care of her
dependent children, under the provisions of chapter 88 of the Session Laws of the Fif-
teenth Legislative Assembly of the State of Montana, and the court having heard the
testimony of said petitioner and.....and.....
in her behalf, and it appearing to the court that said petitioner is a resident of
.....County, Montana; that said petitioner is
the mother of the following named children under the age of sixteen years, to-wit:

.....Born.....
.....Born.....
.....Born.....
.....Born.....

That said children are living with her and that she is wholly dependent upon her labor
for the support of said children and herself;

That the said.....is a proper person physically, mentally,
and morally for the bringing up of her said children, and that otherwise she is entitled
to financial aid under the provisions of the above-named act;

That as provided for according to the provisions of said act, said children will be
able to remain at home under the care of said petitioner;

It is therefore ordered that under the provisions of chapter 88 of the Session Laws of
the Fifteenth Legislative Assembly of the State of Montana, there be and is hereby
allowed per month hereafter to aid in caring for the above-named children as follows:

(Insert amount for each child as provided in Sec. II of ch. 88 of the Fifteenth Session
Laws.)

and that said allowance shall continue until otherwise ordered by the court;

Provided, That said allowance shall cease in case of the death of the beneficiary, or
when such child becomes sixteen years of age, or when said petitioner shall remarry,
or shall cease to reside in said county, or shall cease to be a proper person to be entrusted
with the bringing up of said children;

It is hereby further ordered that upon presentation of this order to the board of
county commissioners of said.....County, Montana, that the said board
shall direct monthly warrants to be drawn for said allowance, payable out of the general
funds of said county to said petitioner, according to the provisions herein.

Done in open court this.....day of.....
.....
Judge.

NEVADA.

[Laws 1915, ch. 131¹, as amended by Laws 1917, ch. 11².]

An Act To provide for the partial support of mothers who are dependent upon their own efforts for the maintenance of their children, and giving county commissioners of the State of Nevada jurisdiction in such matters, and prescribing penalties for those who fraudulently obtain the benefit thereof.

The people of the State of Nevada, represented in Senate and Assembly, do enact as follows: SECTION 1. *County aid to mothers.*—It shall be the duty of the county commissioners of each county in this State, and they are hereby empowered and authorized, to provide funds in an amount sufficient to meet the purposes and requirements of this law, for the support of women whose husbands are dead or are inmates of a penal institution or an insane asylum, or who are abandoned by their husbands, and such abandonment has continued for more than one year, or because of the total disability of their husbands, and who are unable to support their children, when such women are destitute or are dependent upon their own efforts for the maintenance of their children and are mothers of children under the age of fifteen years, and such mothers and children reside in such counties in the State.

SEC. 2. *Amount of allowance.*—The allowance to each of such mothers shall not exceed the sum of twenty-five dollars per month when she has but one child under the age of fifteen years, and if she has more than one child under the age of fifteen years, it shall not exceed the sum of twenty-five dollars a month for the first child and fifteen dollars a month for each of the other children under the age of fifteen years, but in no case shall the entire allowance for mother and children be more than fifty-five dollars per month.

SEC. 3. *Conditions of allowance.*—Such allowance shall be made and fixed by the board of county commissioners for their respective counties upon the following conditions:

First. The child or children for whose benefit the allowance is made must be living with the mother of such child or children.

Second. When by means of such allowance the mother will be able to maintain a home for her child or children.

Third. The mother must, in the judgment of the board of county commissioners, be a proper person, morally, physically, and mentally, for the bringing up of her children.

Fourth. No person shall receive the benefit of this act who shall not have been a resident of the county in which such application is made for at least one year next before the making of such application for such allowance.

SEC. 4. *When allowance shall cease.*—Whenever any child shall reach the age of fifteen years, any allowance made to the mother of such child, for the benefit of such child, shall cease. The board of county commissioners may, in their

¹ Supersedes Laws 1913, chap. 133 which had provided, by an amendment to the guardianship section of the juvenile court act, for aid to parents, grandparents, or blood aunt or blood uncle of dependent or neglected children, when such persons were too poor to care properly for them but were otherwise proper guardians.

² Amendment of 1917 increased the amount of allowance from \$15 to \$25 per month for the first child and from \$5 to \$15 per month for each additional child, with a limit of \$55 for any one family.

discretion, at any time before such child reaches the age of fifteen years, discontinue or modify the allowance to any mother or for any child.

SEC. 5. *Penalty for fraud.*—Any person procuring fraudulently any allowances for a person not entitled thereto shall be deemed guilty of a gross misdemeanor.

SEC. 6. *Application.*—In each case where an allowance is made to any woman under the provisions of this act, an order to that effect shall be entered upon the record of the board of county commissioners making such allowance. Proceedings to obtain the benefits of this act shall be instituted by the applicant for allowance by filing an application before the board of county commissioners, same being properly verified under oath.

SEC. 7. *Appeal.*—In each case where an allowance is made or refused to any mother under the provisions of this act by the board of county commissioners, an appeal may be taken to the district court from such decision, by the applicant or by any tax-paying citizen, and such appeal shall be subject to the rules of procedure as in the case of appeals from the justice court.

SEC. 8. *Investigation—Payment of warrants.*—The district attorney shall render all necessary assistance to applicants under this act, and shall appear in every such proceeding, and shall carefully investigate the merits of every application, to the end that this act may be fairly administered and no person granted relief hereunder except those justly entitled thereto; and no officer of the court or county officer shall receive any fees for services rendered in carrying out the provisions of this act. A certified copy of said order shall be filed with the county auditor of the county in which such child's mother is resident, and thereupon, and thereafter, and so long as such order remains in force and unmodified, it shall be the duty of the county auditor each month to draw on the general fund of the county in favor of the mother for the amount specified in such order, which warrant shall be by the auditor delivered to the mother upon her executing duplicate receipts therefor, one to be retained by the auditor, and the other to be filed by the clerk with the records in the proceeding relating to such child or children. It shall be the duty of the county treasurer, and he is hereby authorized and empowered, to pay such warrant out of the general funds of the county.

SEC. 9. *Repeal.*—All acts or parts of acts in conflict with this act are hereby repealed.

Approved March 15, 1915. Amendment approved February 12, 1917.

NEW HAMPSHIRE.

[Laws 1915, ch. 132.¹]

An Act to provide aid for dependent mothers.

Be it enacted by the Senate and House of Representatives in General Court convened: SECTION 1.—It shall be the duty of the superintendent of public instruction to recommend a special appropriation at each session of the legislature of an amount sufficient to meet the purposes of this act for the partial support of mothers.

SEC. 2. *Amount of allowance.*—The allowance to each of such mothers shall not exceed ten dollars a month when she has but one child under the age of sixteen years; and if she has more than one child under the age of sixteen years, it shall not exceed the sum of ten dollars a month for the first child and five dollars a month for each of the other children under the age of sixteen years.

SEC. 3. *Petition.*—A petition in writing, signed by the mother and verified by affidavit, asking for an allowance under the provisions of this act and setting forth in detail the facts of the case, shall be filed with the school board of the town wherein such mother is a resident, and it shall be the duty of the school board to make immediate investigation of the facts. The school board shall then make an official written recommendation of the amount of support that such mother should receive and shall file the same, together with a copy of such mother's petition, with the department of public instruction.²

SEC. 4. *Investigation.*—It shall be the duty of the department of public instruction to make a further personal investigation of the case, when the facts set forth in the original petition of such mother and recommendation of the school board warrant any action being taken, and increase or decrease the amount of the allowance recommended in the report of the school board on such case in their discretion, and such investigation shall be made by them within fourteen days of the date of the filing of the recommendation of the school board. The department of public instruction may increase or decrease the amount of such allowance at any time thereafter, to meet the varied needs of such mother, but no change in the amount of such allowance shall be made without an official recommendation in writing from the school board of the town wherein such mother is a resident, or a personal investigation by the department of public instruction at a period of not more than thirty days prior to such change in the amount of such allowance.

SEC. 5. *Conditions of allowance.*—No aid shall be rendered to dependent mothers under the preceding sections of this act except under the following conditions: (1) The child or children for whose benefit the allowance is made must be living with the mother of such child or children; (2) the allowance

¹ Repealed Laws 1913, chap. 123, which had provided for the granting of aid by the county commissioners upon recommendation of the school board of the district in which the mother resided, a divided responsibility which was found in practice to be unsatisfactory. (See New Hampshire Children's Commission Report, Jan. 1915, p. 32.)

² Department of public instruction changed to State Board of Education by Laws 1919, chap. 106.

shall be made only when, in the absence of such allowance, the mother would be required to work regularly away from home and children, and when by means of such allowance she will be able to remain at home with her children; (3) the mother must, in the judgment of the school board of the town, or the department of public instruction, be a proper person, morally, physically, and mentally, for the bringing up of her children; (4) no person shall receive the benefit of this act who shall not have been a resident of the State for at least two years next before the making of such application for an allowance under this act.

SEC. 6. *When allowance shall cease.*—Whenever any child shall reach the age of sixteen years, an allowance made to the mother of such child for his benefit shall cease.

SEC. 7. *To whom law does not apply.*—The provisions of this law shall not apply to any woman who is not dependent on her own efforts for the support of herself and family and at the time of receiving such aid is not of good repute and making an earnest effort for self-support.

SEC. 8. *Expenses paid from school fund.*—All expenses incurred by school boards under the provisions of this act shall be paid out of the school money of the town or city where such case arises.

SEC. 9. *Appropriation.*—The sum of eight thousand dollars is hereby appropriated to cover the provisions of this act for the year ending August 31, 1916, and a like amount for the year ending August 31, 1917.¹

SEC. 10. *Repeal.*—Chapter 123, Laws of 1913, is hereby repealed, and this act shall take effect September 1, 1915.

Approved April 21, 1915.

¹ \$30,000 appropriated for the fiscal year 1920 (Laws 1919, ch. 2, p. 7).

NEW JERSEY.

[Laws 1913, ch. 281, as amended by Laws 1915, ch. 118¹ and 238²; Laws 1919, ch. 179.³]

An Act to promote home life for dependent children.

Be it enacted by the senate and general assembly of the State of New Jersey:

SECTION 1. *Widow may petition court.*—Any widow who is the mother of a child or children under the age of sixteen, and who is unable to support them and to maintain her home, may present a petition for assistance to the court of common pleas of the county wherein she has a legal settlement: *Provided, however,* That in counties of the first class in this State the juvenile court shall have concurrent jurisdiction with the court of common pleas of such county to hear and determine all matters pursuant to the provisions of this act.

SEC. 2. *What petition must contain.*—Such petition shall be verified and shall set forth the following:

(a) Her name, the date of the death of her husband, the names of her children, and the dates and places of their birth and the time and place of her marriage.

(b) Her residence and the length of time that she has been a resident of the State, the length of time she has lived at said residence, and the address or addresses of her place or places of abode for the previous five years, and the date, as near as possible, when she moved in and when she left said place or places of residence.

(c) A statement of all the property belonging to her and to each of her children, which statement shall include any future or contingent interests which she or any of them may have.

(d) A statement of the efforts made by her to support her children.

(e) The names, relationships, and addresses of all her and her husband's relatives that may be known.

SEC. 3. *Officials to be notified.*—A copy of the petition provided for in section two hereof, and a notice of the time and place when it will be presented to the court, must be served on or mailed to the overseer of the poor having jurisdiction over the district wherein the petitioner resides and the board of children's guardians at least twenty days before such time.

SEC. 4. *Investigation and hearing.*—Upon the return of the petition and notice the court shall examine under oath all who desire to be heard: *Provided, however,* That the New Jersey State Board of Children's Guardians shall before said hearing examine into the truth of the facts set forth in the above-mentioned petition and shall file a report of its findings with the court, setting forth in full the results of its investigation, and if such State board of children's guardians shall fail to make such report at or before said hearing, then

¹ Gave the juvenile court concurrent jurisdiction with the court of common pleas in counties of first class; defined residence as five years in the county; added the words "not exceeding" to the amount of aid fixed by the law; and gave authority to the court to order a medical examination of the petitioner and of any of the children.

² Changed the requirement regarding notice of petition from 5 to 40 days and gave authority to the court to appoint some other agency or person to make the investigation if the State board of children's guardians failed to make report on the petition.

³ Amendment of 1919 changed the requirement regarding notice of petition from 40 to 20 days.

the court may, in its discretion, designate any proper society, or person or persons, to make such investigation or examination and report the findings thereof at such time as shall be fixed by the court, and upon such report being made the clerk of said court shall send a copy of the same to the State board of children's guardians. The court may, in its discretion, issue subpoenas for the attendance of witnesses and adjourn the hearing from day to day: *And provided, however,* The court may refer said matter to a commissioner to be appointed by the court to hear such witnesses as shall be produced by the petitioner, or the State board of children's guardians or others. Said commissioner shall make a report to the court setting forth the facts as proven before him.

SEC. 5. Amount of allowance.—If, upon the completion of the examination provided for under section four hereof, the court shall find that said petitioner has been a resident of such county for a period of at least five years next preceeding the filing of such application and that unless relief is granted the mother will be unable properly to support and educate her children, and that they may become a public charge, it shall make an order committing said family to the care of the State board of children's guardians, and directing that there shall be paid to the mother, through the State board of children's guardians out of the county funds for the maintenance and support of the children under sixteen, the following amounts, to wit, not exceeding nine dollars per month for one such child, not exceeding fourteen dollars per month for two such children, and not exceeding four dollars per month for each additional child under such age.

SEC. 6. Duty of State board of children's guardians.—It shall be the duty of the State board of children's guardians to see that any widow committed to its care, pursuant to the provisions of this act is properly caring for her children, that they are sufficiently clothed and fed, that they attend school regularly, and receive proper religious instruction; and that said family shall be visited at least six times a year. The State board of children's guardians shall report immediately to the court that had the original jurisdiction in the case of any widow who does not properly care for and educate her child or children, or when they find that she is an improper guardian for said child or children, or when they find that she no longer needs such support. The court shall thereupon revoke or cancel any order made pursuant to this act, at any time with or without notice, and in lieu thereof make any order that in the judgment of the court may protect the welfare of the child or children, or may make an order committing said child or children to the care, custody, and control of the New Jersey State board of children's guardians, said child or children so committed to their care to be held by said New Jersey State board of children's guardians pursuant to a statute entitled "An act for the creation of a State board of children's guardians, and for defining their duties and powers with respect to the maintenance, care, and general supervision over indigent, helpless, dependent, abandoned, friendless, and poor children now or hereafter to become public charges of this State," approved March twenty-fourth, one thousand eight hundred and ninety-nine, and the various supplements and amendments thereto.

SEC. 7. No fees allowed.—No fees or costs shall be paid or allowed by the court for any proceedings held pursuant to this act, nor shall any counsel fee be ordered or collected from any party applying to the court pursuant to the provisions of this act and all proceedings pursuant to this act shall be in forma pauperis: *Provided, however,* That the court may in its discretion direct a medical examination of the petitioner and of any of the children, and design-

LAW RELATING TO MOTHERS' PENSIONS.

monthly, out of the county funds, of the sums of money specified in the act entitled "An act to promote home life for dependent children," approved April 9, 1913, being chapter 281 of the Laws of 1913.

And your petitioner as in duty bound will ever pray, etc.

_____, *Petitioner.*

Dated at _____

State of New Jersey, county of _____, ss:

_____, of full age, being duly sworn according to law, on her oath deposes and says that she is the petitioner above named; that the facts, matters, and things in said petition set forth are true.

Sworn to and subscribed before me this _____ day of _____, A. D. 19____, at _____.

LETTER TO CHARITY ORGANIZATION AND POOR MASTERS.

DEAR SIR: We have received a notice that Mrs. _____, of _____, has presented a petition to the court of common pleas of the county of _____ for relief under chapter 281, Laws of 1913.

The law requires us to make an investigation and verify the statements made in this petition. Will you kindly cooperate with us in this case by answering the questions asked on blank attached below and return to this office?

Thanking you, I am, yours, truly,

_____, *General Agent.*

1. How long have you known Mrs. _____ of _____?
2. To the best of your knowledge and belief, how long has she lived in _____ County continuously?
3. Has she ever been given assistance by your organization? If so, how much? In what way? And when?
4. Have you ever secured employment for her? 5. Was she satisfactory? Did she retain her position?
6. Do you feel that this family has been improved by your efforts?
7. What means of support other than what she received from you has she had during the time she has been under your supervision? 8. To your knowledge does she possess property? Building and Loan stock? or money invested? or in bank?
9. Is she in your opinion a good moral woman? 10. What is her reputation for honesty? Sobriety? 11. What is her general reputation in the community? 12. How does she care for her home? 13. Does she properly care for and control her children? 14. Would she, in your opinion, encourage her children to get all the education possible? 15. Have you ever had any knowledge that her children are mentally or morally defective? 16. Are any of her children now, or have they ever been in any public or private institution? 17. Have any of her children ever been before the juvenile court? If so, on what charge? 18. Have any of her children ever been on probation? 19. Have any of her children ever been in a correctional institution? 20. Would you consider this woman competent morally, physically, and mentally to rear her children? 21. What suggestions would you make regarding this family?

Signed _____

Title _____

Name of association _____

LETTER TO COUNTY COUNSEL.

DEAR SIR: You are hereby notified that the following list of petitions for relief under chapter 281, Laws of 1913, has been presented to the court of common pleas.

While the law does not provide for notice to the board of freeholders, yet, in view of the fact that such sums as may be allowed are payable out of the county treasury, we deem it proper that you should have such notice in order that the county may be represented at the hearing.

The hearing will be held _____ at _____ before _____. We will be very glad of your cooperation and will furnish you with copies of the reports of our investigations on these cases at the hearing.

Yours, truly,

_____, *General Agent.*

REPORT OF STATE BOARD.

Court of common pleas of the county of _____. In the matter of the petition of _____ for relief under chapter 281 of the Laws of 1913. Report of State board.

The State board of children's guardians hereby reports to the court its findings as the result of its investigation into the petition filed in the above-entitled matter.

The facts stated in the said petition as to the name of the petitioner, date of death of her husband, names and ages of her children and their places of birth, time and place of her marriage, her residences and places of abode, and of the property interests belonging to her and her children are true, except that _____.

The board has found the efforts of the petitioner to support her children have been _____.

The board reports that as the result of its investigation it finds that the said petitioner is _____ able to support her said children, and they are _____ likely to be _____.

Respectfully submitted this _____ day of _____, one thousand nine hundred and _____.

THE STATE BOARD OF CHILDREN'S GUARDIANS,
By _____, *General Agent.*

Name of petitioner, _____ Place of birth, _____ Nationality, _____
 Residence, _____ Character of residence, _____ How long a
 resident there, _____ Previous residence, _____ How long, _____
 (Procure previous residence and length of each, for five years. Inquire
 of landlords or agents.)
 Name of husband, _____ Date of marriage, _____ Place of
 marriage, _____ By whom married, _____ Date of death of
 husband, _____ Where husband is buried, _____
 Children: Name, _____ Date of birth, _____ Place of
 birth, _____ If baptized, where? _____
 Church attended by petitioner, _____ Name of pastor, _____
 Husband's relatives: Name, _____ Relationship, _____ Address, _____
 Circumstances, _____
 Petitioner's relatives: Name, _____ Relationship, _____ Address, _____
 Circumstances, _____
 Real estate owned by petitioner, _____ Real estate owned by children, _____
 Personal property owned by petitioner, money in bank, building and loan shares, etc., _____
 Personal property owned by children, money in bank, building and loan
 shares, etc., _____ Remarks, _____

LETTER TO PETITIONER WHEN PETITION IS READY FOR COURT HEARING.

DEAR MADAM: Your petition for relief under chapter 281, Laws of 1913, known as the
 widow's pension law, will be heard by Judge _____ at courthouse, in _____, on _____,
 at _____ o'clock.

Please be at the courthouse at that time and bring with you the following: Marriage
 certificate; husband's death certificate; birth certificates of all children under 16 years
 of age. You can obtain these, without any expense, by mailing the inclosed blanks after
 you have filled them out to the Bureau of Vital Statistics, Statehouse, Trenton, N. J.
 Also bring bill of your husband's funeral expenses.

If you are under the care of a physician, get a certificate from the physician stating
 what he is treating you for and how long he has been treating you.

Also get certified letters from the landlords where you have resided for the last five
 years or bring your rent receipts covering the last five years.

Bring two witnesses not relatives who know you and can vouch for your statements in
 your petition.

Unless you can produce these certificates for the date set for the hearing of your
 petition, your case will not be heard on that day.

Yours, truly,

_____, General Agent.

LETTER TO WIDOW WHEN GRANT IS MADE.

DEAR MRS. _____. On _____ Judge _____ committed to the care of this board
 under "An act to promote home life for dependent children" _____ and _____ and
 granted for the care of these children \$_____ per month, payable to you as their mother.
 Under the law, this board is obliged to keep in very close touch with you and your chil-
 dren, and for this reason we must ask that you notify us immediately of any change in
 your address or manner of living. If any of the children should secure employment, at
 any time, you must notify us, giving the employer's name and address and the child's
 wages; also state if the child has secured working papers and the date when papers were
 taken out.

The law definitely lays upon you the responsibility of caring for your children properly.
 This means that they be properly housed, clothed, and fed; that they attend school
 regularly and receive proper religious instruction. We will have reports from the school
 and church regarding your children. If at any time the children are seriously ill, report
 the fact to this office, giving the name and address of the physician attending them.

We shall visit you frequently and shall expect to find your home clean and tidy; the
 children clean, and their clothing in good condition. We wish you to be able to tell us
 how you have expended the money received for the children. It will be necessary for
 us to inspect your entire home, to see all sleeping arrangements, condition of the beds,
 and learn how your home is managed.

We trust you will work with us for the good of your children.

Very truly, yours,

_____, General Agent.

Important.—If you should remarry you are entitled to relief *only* up to the day of
 your marriage. You must notify us at once, giving us the name of the man you marry,
 and the date and place of your marriage.

REPORT FROM TEACHER.

Date, _____. Name of child, _____. Address, _____. Living with, _____
 Record of church attendance, _____. Record of Sunday school attendance, _____
 Remarks, _____.

Very truly, yours,

_____, Pastor.

Name of church, _____. Address, _____.

SCHOOL CARD.

22

REPORT ON CHURCH AND SUNDAY-SCHOOL ATTENDANCE.

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS.

Caroline B. Wittpenn, president; Benjamin F. Edmell, secretary; Robert L. Flemming, treasurer; Joseph McCrystal, James A. Burns, Mrs. F. C. Jacobson, Charles J. Fisk. Frances Day, general agent.
Dear

Will you kindly cooperate with us by taking a friendly interest in our ward, who, we understand, is attending your Sunday school and church.

We shall be greatly indebted to you for a report each quarter of our ward's attendance, for which purpose we will inclose blank reports and return envelopes.

You will greatly aid us in our work by complying with this request.

If our ward does not attend your Sunday school and church, kindly notify us.

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
Commercial Trust Building, Jersey City, N. J.

CHURCH CARD.

Name of child.....

Date	Name of church	Name of pastor.	Jan. ^o		Apr.		July.		Oct.	
			C.	S.	C.	S.	C.	S.	C.	S.

RECORD OF VISITORS TO HOME.

Name....	Color.....	Mental condition.....	Date relief granted... ..
	Nationality.....	Suspect feeble-minded- ness?.....	Date issued.....
		Illiterate?.....	
		Physically handicapped?.....	

Children under 18.

Others in the home.

Record No.	Name	Age	Defects.		Died.	Name.	Relation-ship.	Amount paid into home.
			Mental.	Physical.				

Address.....	Rent?.....	No. of rooms.....
--------------	------------	-------------------

Name and address of relatives liable under law for support

Property owned.

Value.	Mortgage.	Interest.	Taxes.

Would agent recommend home for boarding our dependent children?-----
 Would mother be willing to take children to board from this department?-----
 Remarks: -----

DOCTOR'S CARD.

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS.

Room 629 Commercial Trust Building, Jersey City, N. J.

JERSEY CITY, N. J.,-----

DEAR DR.: We are anxious to learn the physical condition of the bearer
 -----in whom we are interested. Would you be will-
 ing to help us by filling out the blank on the reverse side of this card?

Yours, very truly,

General Agent.

(Reverse side.)

Date examined-----

Name -----

Address-----

Nature of ailment-----

Is patient able to work-----

Is special diet needed-----

Do you recommend any special treatment-----

Signed,-----

Physician.

ORDER MODIFYING OR REVOKING RELIEF.

COURT OF COMMON PLEAS OF THE COUNTY OF-----

In the matter of the petition of----- }
 For relief under chapter 281 of the laws of 1913. } Order Modifying
 or Revoking Relief.

It appearing to the court that the order for relief made in this matter on the-----
 day of-----nineteen hundred and-----, granting
 -----dollars per month to-----
 for the support and maintenance of her-----children, and that the said
 is now no longer in need of-----this relief:

It is on this-----day of-----, 191-----,

Ordered that the order heretofore entered in this matter be and the same is hereby
 revoked.

NEW YORK.

[Laws 1915, ch. 228,¹ as amended by laws 1916, ch. 504;² laws 1917, ch. 551.³]

An Act To amend the general municipal law, in relation to the establishment, powers, and duties of local boards of child welfare.

The people of the State of New York, represented in senate and assembly, do enact as follows: Section 1, chapter 29, of the laws of 1909, entitled "An act relating to municipal corporations, constituting chapter 24 of the Consolidated Laws," is hereby amended by inserting therein a new article, to be article 7-a thereof, to read as follows:

ARTICLE 7-A.

Local boards of child welfare.

SEC. 148. Local boards of child welfare established.

149. Appointment of boards in counties.

150. Appointment of boards in cities.

151. Members to serve without compensation. Expenses only to be paid.

152. General powers and duties of board. State board of charities may revoke allowances.

153. Regulations governing allowances.

154. Appropriations and limitations for purposes of article.

155. Penalties.

SEC. 148. *Local boards of child welfare established.*—There shall be a local board of child welfare in each county⁴ of the State not wholly within a city, and in each city wholly including one or more counties, which, pursuant to this article, may grant allowances to widowed mothers with one or more children under the age of sixteen years, in order that such children may be suitably cared for in their homes by such mothers.

SEC. 149. *Appointment of boards in counties.*—The board of child welfare of a county shall consist of seven members, of which the county superintendent of

¹ Previous to the passage of this act a commission had been established "to inquire into the subject of pensions or other relief for widowed mothers." (Laws 1913, ch. 588.) The law enacted was more conservative than that recommended by the commission in its report to the legislature in 1915 (See No. 424 in "List of references"), in that the allowance may "not exceed the amount or amounts which it would be necessary to pay to an institutional home," and it must also appear that "if such aid is not granted the child or children must be cared for in an institutional home."

² Amendment of 1916 removed the commissioner of public charities from the Board of Child Welfare of New York City. The avowed purpose of the amendment was to remove the "taint of charity" from the administration of the aid to mothers, but the amendment did not remove the superintendents of the poor from child-welfare boards elsewhere in the State.

³ Amendment of 1917 added clause at end of section 154 requiring the auditing of accounts of child-welfare boards.

⁴ Laws 1917, ch. 354 authorized the establishment of a board of child welfare for Dutchess County to care for all destitute, neglected, delinquent, and defective children, including in its powers the administration of aid in their own homes to competent mothers or guardians with dependent children. In Westchester County allowances to mothers are made by the commissioner of charities and corrections through a department of child welfare.

the poor shall be ex officio member. If any county have more than one superintendent of the poor, the county judge shall designate, by writing, filed with the county clerk, the superintendent who shall serve as a member of such board. The other six members of the board shall be appointed by the county judge for such terms that the term of one appointive member of the board shall expire each year thereafter. Upon the expiration of the term of office of a member of the board, his successor shall be appointed by the county judge for a full term of six years. If a vacancy occur, otherwise than by expiration of term, in the office of an appointive member of the board, it shall be filled for the unexpired term. At least two members of the board shall be women. Appointments shall be made in writing and filed with the county clerk.

SEC. 150. Appointment of boards in cities.—The board of child welfare of a city wholly including one or more counties shall consist of nine members. The members of the board shall be appointed by the mayor for such terms that the term of one member of the board shall expire each year thereafter. Upon the expiration of the term of office of a member of the board, his successor shall be appointed by the mayor for a full term of nine years. If a vacancy occur, otherwise than by expiration of term in the office of a member of the board, it shall be filled for the unexpired term. At least three members of the board shall be women. The members of such a board heretofore appointed by the mayor are continued in office until the expiration of their terms, respectively. The additional appointive member of such board shall be appointed by the mayor, within ten days after this section as amended takes effect, for a full term of nine years.

SEC. 151. Members to serve without compensation—Expenses, etc.—The members of the board of child welfare, as herein provided, shall receive no compensation for their services as members of such board, but, after appropriations have been duly made as herein provided, they shall be entitled to the actual and necessary expenses incurred by them in properly discharging their official duties, whether while making investigations or otherwise.

SEC. 152. General powers and duties of board—State board of charities may revoke allowances.—A board of child welfare shall:

1. Meet and organize within ten days after appointment, and fix the dates for its meetings, which shall be held at least monthly.

2. Elect a chairman, and appoint a secretary of the board, who shall hold office subject to the pleasure of the board.

3. Establish an office and, when specific appropriations have been made for such purposes, employ such officers and employees as may be provided for by the board of supervisors of a county or by the board of estimate and apportionment and the board of aldermen of a city.

4. Establish rules and regulations for the conduct of its business, which shall provide for the careful investigation of all applicants for allowances and the adequate supervision of all persons receiving allowances; such investigations and supervisions to be made by the board and without incurring any unnecessary expense. Reports must be filed at least quarterly by the agents, visitors, or representatives of the board, with respect to the families receiving allowances granted by the board.

5. Render to the board of supervisors, if in counties, and to the mayor, if in cities, a verified account of all moneys received and expended by them, or under their direction, and of all their proceedings in such manner and form as may be required by the board or the mayor, as the case may be; if required by the board of supervisors or mayor more frequent reports must be given covering fractional parts of a year.

6. Submit annually to the proper fiscal authorities of the county or city an estimate of the funds required to carry out the purposes of this article; in a county such estimate shall be furnished before the annual meeting of the board of supervisors for appropriating moneys and levying taxes; in a city, it shall be submitted at the time provided by law for the submission of other departmental estimates.

7. Be subject to the general supervision of the State board of charities, and make such reports as the State board of charities may require. Any person who has knowledge that relief is being granted in violation of the requirements of this act, may file a verified complaint, in writing, with the State board of charities, setting forth the particulars of such violation, and said State board of charities shall have power, after proper investigation, to revoke allowances or to make such order as it may deem just and equitable and such order shall be complied with by the local board of child welfare.

Sec. 153. Regulation governing allowances.—The following provisions shall govern the granting of allowances pursuant to this article:

1. A board of child welfare may, in its discretion, when funds have been appropriated therefor, grant an allowance to any dependent widow residing in the county or city wherein she applies for an allowance, and who is deemed by the local board of child welfare to be a proper person mentally, morally, and physically to care for and bring up such child or children, provided such widow has been a resident of the county or of the city wherein the application for an allowance is made for a period of two years immediately preceding the application, and whose deceased husband was a citizen of the United States and a resident of the State at the time of his death.

2. Such allowance shall be made by a majority vote of the board duly entered upon the minutes of any regular or special meeting, and may be increased, diminished, or totally withdrawn in the discretion of the local board of child welfare.

3. Before granting an allowance the board shall not only determine that the mother is a suitable person to bring up her own children and that aid is necessary to enable her to do so, but further that if such aid is not granted the child or children must be cared for in an institutional home.

4. Such an allowance or allowances shall not exceed the amount or amounts which it would be necessary to pay to an institutional home for the care of such widow's child or children.

5. An allowance granted by the board shall be paid out of any moneys appropriated by the local authorities for such purposes, or otherwise available by the board for such purpose; such local authorities are authorized to appropriate and make available for the board of child welfare and to include in the tax levy for such county or city, such sum or sums, as in their judgment, may be necessary to carry out the provisions of this article; such moneys to be kept in a separate fund and to be disbursed by the proper county or city fiscal authorities on orders of the local board of child welfare and upon proper vouchers therefor.

6. An application for allowance may be made directly to the local board of child welfare or to any member of the board.

7. A full and complete record shall be kept in every case coming either directly or indirectly within the jurisdiction of the board; such record to be available to the proper authorities of county or city interested therein.

8. An allowance made by the board shall not be for a longer continuous period than six months without renewal, which allowance may be continued from time to time at same or different amounts, for similar periods or less, either suc-

cessively or intermittently or may be revoked at the pleasure of the local board of child welfare.

SEC. 154. *Appropriations and limitations for purposes of article.*—The board of supervisors of a county, and the board of estimate and apportionment, and the board of aldermen of a city¹ to which this article is applicable, are hereby authorized and empowered annually to appropriate such a sum, if any, as, in their discretion and judgment, may be needed to carry out the provisions of this article, including expenses for administration and relief: *It is further provided,* That no board of child welfare shall expend or contract to expend under the provisions of this act, or otherwise, any public moneys not specifically appropriated as herein provided; the board of supervisors of any county may determine, as provided in section 138 of the State poor law, the same being chapter 42 of the Consolidated Laws, whether or not the actual expense for the relief of widowed mothers and their children under this article shall be a charge upon the county or upon the respective towns thereof. Each such board of child welfare shall, from time to time, audit and cause to be paid all expenses for administration and the wages and salaries of its employees.

SEC. 155. *Penalties.*—1. A person who shall procure or attempt to procure, directly or indirectly, any allowance for relief under this article, for or on account of a person not entitled thereto, or shall knowingly or willfully pay or permit to be paid any allowance to a person not entitled thereto, shall be guilty of a misdemeanor.

2. The members of a board of child welfare, established by this act, shall be appointed within sixty days after this act takes effect.

SEC. 2. This act shall take effect July first, nineteen hundred and fifteen.

Approved April 7, 1915. Amendments approved May 10, 1916; May 18, 1917.

[Forms prepared by the State Board of Charities for use of county boards.]

APPLICATION.

Name..... Address..... Date..... No.....

STATE OF NEW YORK.

Board of Child Welfare of County.

Application blank to be filled out by mothers needing assistance in the care of their children and the maintenance of their home, pursuant to the provisions of chapter 228 of the Laws of 1915.

Applicants will be required to appear before a notary public or other proper officer and make affidavit that the statements herein made are true to the best of their knowledge and belief.

Date.....

Name of applicant in full.....

(Surname first.)

Where born?..... Date of birth.....

(Give town, State, and county.)

How long in U. S.; in New York State.....; in this city or county?.....

Present address..... Floor.....

Number of rooms and amount of rent paid.....

How long there?..... Do you owe back rent?.....

Name and address of landlord.....

Give each previous address, stating how long at each during past three years and names of landlords.....

Name of husband..... His occupation..... Wages.....

Where was he born?..... Date of birth.....

How long in U. S.; in New York State?.....; in this city or county?.....

When were you married?..... Where?.....

Name and address of person who performed marriage ceremony.....

Date of husband's death..... Cause..... How long ill?.....

¹Appropriation for year 1918 for Board of Child Welfare of New York City. \$1,756,450 (Third Annual Report of Board of Child Welfare of the City of New York, 1918, p. 19).

Name and address of attending physician.....
Were you living with your husband at time of death?.....
Was he a citizen?.....
If foreign born, when and where naturalized?.....
Where did he die?..... Where buried?.....
Name and address of undertaker.....

Names of children living at home.	Age.	Name of school child is attending.	Grade.	If at work, where employed.	Occupation.	Wages.	Hours.
1.....

Names and residences of unmarried children not living at home.
(Specify if in institutions.)

Name.	Residence.	Occupation.	If in institutions, specify where.
1.....

Are you willing that all members of your family be examined by a physician?.....
Have you and your children usually had good health?.....
Give names and addresses of three responsible persons other than relatives to whom we may refer:

REFERENCES.	
Name.	Address.
1.....
2.....
3.....

To what extent do you desire this board to assist you, and how do you plan to maintain your home until your children are of working age with that assistance (state as fully as you can).....

Give your present monthly income here (specify sources):	Give your present monthly expenditures here:
.....\$	Rent.....\$
.....	Food.....
.....	Fuel.....
.....	Light.....
.....	Clothing.....
.....	Insurance.....
.....	Sundries.....
Total.....	Total.....

State why, in your opinion, if you do not receive assistance through this board, you will be obliged to place your child or children in an institutional home.....

STATE OF NEW YORK, } ss:
County of.....

..... (Name of applicant.)
....., being duly sworn, deposes and says that she is the person described in and who signed as applicant, the foregoing application; that she has read the said application, and knows the contents thereof, and that each and all of the statements therein contained are true to her own knowledge, except only such statements as are therein made upon information and belief, and those statements she believes to be true.
Sworn to before me this day of 19..
.....
.....

Names and residences of married children not living at home.

Name.	Residence.	Occupation.	If in institutions, specify where.
1.....

Names of any boarders or lodgers (state relationship, if any) and amounts they pay.

Name.	Relationship.	Amount paid.
1.....

Were you previously married?.....Name of previous husband.....
(Give full name.)
If deceased, state when and where he died.....
If living, give present address.....
Your father's name.....Address.....
Your mother's name.....Address.....

Brothers, sisters, or other relatives.	Address.	Married.	Occupation.	Where employed.	Relationship.
1.....
.....
Husband's relatives.	Address.	Married.	Occupation.	Where employed.	Relationship.
1.....
.....

If working, what is your occupation?.....
What wages do you receive?.....
What hours do you work?.....How long employed there?.....
Name and address of employer.....
Names and addresses of previous employers:
Name.....Address.....
.....
What church do you attend?.....Are you a member?.....
Name and address of minister or priest.....
Did your husband leave any property?.....How much?.....
Any insurance?.....
(Give amount and name of company.)
Was he a member of any fraternal order?.....
Do you own any property?.....Where, and how much?.....
Have you any money in the bank?.....Amount.....
What bank?.....
Do you authorize us to inquire of the bank?.....
Of what order, if any, are you a member?.....
Name and address of officer of order, if any.....
Are you insured?.....Name of company.....What payments?.....
Are you receiving assistance now from any organization or church?.....
Name and location of such organization or church.....
To what extent are they assisting you?.....
Are any of your relatives assisting you? If so, who and how much?.....

REPORT OF INVESTIGATOR.

Name.....Address.....Date.....No.....

STATE OF NEW YORK.

Board of Child Welfare of.....County.

Verification and report blank to be filled out by investigators with regard to mothers applying for assistance in the care of their children and the maintenance of their home, pursuant to the provisions of chapter 228 of the Laws of 1915.
Date.....
Name of applicant in full.....
(Surname first)
Where born.....Date of birth.....
(Give town, State, and country)
How long in U. S.?.....; in New York State?.....
In this city or county?.....
Present address.....Floor.....
Number of rooms and amount of rent paid.....
How long there?.....Back rent due.....
Name and address of landlord.....
Give each previous address, state how long at each during past three years, and give names of landlords.....
Name of husband.....His occupation.....Wages.....
Where was husband born?.....Date of birth.....
How long in U. S.?.....; in New York State?.....; in this city or county?.....
When married to applicant?.....
Name and address of person who performed marriage ceremony.....
Date of husband's death.....Cause.....How long ill?.....
Name and address of attending physician.....
Was applicant living with husband at time of death?.....
Was he a citizen?.....
If foreign born, when and where naturalized.....
Where did he die?.....Where buried?.....
Name and address of undertaker.....
If working, what is applicant's.....?

What does applicant receive?-----
What are her hours of work?----- How long employed?-----
Name and address of employer-----
Names and addresses of previous employers-----
What church does applicant attend?----- Is she a member?-----
Name and address of minister or priest-----
Did applicant's husband leave any property?----- How much?-----
Any insurance?-----
(Give amount and name of company.)
Was he a member of any fraternal order?-----
Does applicant own any property?----- Where, and how much?-----
Has applicant any money in the bank?----- Amount-----
What bank?-----
Of what lodge is applicant a member-----
Name and address of officer of lodge-----
Is applicant insured?----- Name of company-----
What payments?-----
Is applicant receiving assistance now from any organization or church?-----
Name and location of such organization or church-----
To what extent are they assisting her?-----
Are any of applicant's relatives assisting her?----- If so, who
and how much?-----
Is the applicant willing that all members of her family be examined by a physician?-----
Have applicant and her children usually had good health?-----

Names of children living at home.	Age.	Name of school child is attending.	Grade.	If at work where employed.	Occupation.	Wages.	Hours.

Names and residences of unmarried children not living at home.
(Specify if in institutions.)

Name.	Residence.	Occupation.	If in institutions, where.

Names and residences of married children not living at home.

Name.	Residence.	Occupation.	If in institutions, where.

Names of any boarders or lodgers (state relationship, if any) and amounts they pay.

Name.	Relationship.	Amount paid.

Was applicant previously married?----- Name of previous husband-----
(Give full name.)
If living, give present address-----
Applicant's father's name----- Address-----
Applicant's mother's name----- Address-----

Brothers, sisters, or other relatives.	Address.	Married.	Occupation.	Where employed.	Relationship.

Husband's relatives' names.	Address.	Married.	Occupation.	Where employed.	Relationship.

Give names and addresses of three responsible persons other than relatives to whom applicant refers and state what was ascertained from them:

REFERENCES.

Name.	Address.
To what extent does applicant desire this board to assist her and how does she plan to maintain her home until her children are of working age with that assistance (report fully as to this):	
Give applicant's present monthly income (specify sources).	Give applicant's monthly expenditures:
	Rent.
	Food.
	Fuel.
	Light.
	Clothing.
	Insurance.
	Sundries.
Total.	Total.

COMMENT ON BUDGET.

Mother:

Character and influence with children.

Homekeeping ability.

Earning power (possibilities as wage earner).

Capacity as manager of income.

Children at home:

Mental capacity.

School attendance.

What promise in occupation of those working?

Habits and character.

Physical condition of each member of family:

Name.	Age.	Condition.	Examined by.

Standard of living (at best period).

Opinion of others regarding the family—especially churches and relatives.

What will relatives contribute? \$ per

What will church contribute? per

Total.

What is the plan you recommend for the family?

Monthly allowance recommended \$

Additional comments on family.

State reasons, if any, why applicant will be obliged to place her child or children in an institutional home if assistance is not granted by this board.

Date 191.

(Signature of investigator.)

Amount granted by resolution of the board on , 191

Chairman.

Attest:

Secretary.

SUPPLEMENTAL REPORT OF INVESTIGATOR ON ALLOWANCE CASES.

Name Address Date No

STATE OF NEW YORK.

Board of child welfare of County.

Date Index

Name Address

Date and amount of allowance.

Plan adopted.

Success of plan.

Health and character of mother and children.

Attendance and progress of children in school.

Home conditions and changes, if any.

Any change in work and income from same.

Cooperation of family.

Cooperation of church and relatives.

Future plan recommended.

Proposed allowance for next months (explain any increase or decrease, and add new budget)

MONTHLY INCOME AND EXPENDITURES.

Income (specify sources).

Expenditures.

[illegible]

Rent	-----	\$
Food	-----	
Fuel	-----	
Light	-----	
Clothing	-----	
Insurance	-----	
Sundries	-----	

Total _____

Total _____

[Date_____, 191__ (Signature of investigator)_____]

Amount granted by resolution of the board on_____ 191...

Attest :

Chairman.

Secretary.

[Forms used by Board of Child Welfare of New York City.]

APPLICATION AND RECORD OF FAMILY.

BOARD OF CHILD WELFARE OF THE CITY OF NEW YORK.

(1) Name..... Address..... Family No.

(2) Present conditions Date.....

(3) MONTHLY BUDGET.

Income of family.	Earnings of children.	Paid to mother.	Retained by children.	Total income of family.	Expenditures of family.	Of mother.	Of children.	Total expenditures of family.
Mother's earnings.....	\$.....	\$.....	\$.....	\$.....	Rent.....	\$.....	\$.....	\$.....
Children's earnings (names and ages).....					Food.....			
(1).....(.....)					Fuel.....			
(2).....(.....)					Light.....			
(3).....(.....)					Clothing.....			
(4).....(.....)					Sundries.....			
(5).....(.....)					Car fares.....			
(6).....(.....)					Other items.....			
From relatives.....								
Other sources.....					Miscellaneous.....			
Allowance.....								
Total.....					Total.....			

(4) Recommendations of executive secretary.

Action of board.

Approved by—

	Date.				Date.
1		Allowance	\$	per month	
		Beginning	Expiring		
2		Allowance	\$	per month	
		Beginning	Expiring		
3		Allowance	\$	per month	
		Beginning	Expiring		
4		Allowance	\$	per month	
		Beginning	Expiring		
5		Allowance	\$	per month	
		Beginning	Expiring		
6		Allowance	\$	per month	
		Beginning	Expiring		
		Allowance	\$	per month	
		Beginning	Expiring		
8		Allowance	\$	per month	
		Beginning	Expiring		

APPLICATION.

(5) Woman's name in full _____ Date of application _____
(6) Man's name _____ Occupation _____ Earnings per week, \$ _____

(7) Date.	Address.	Finance Department notified.	Number room.	Location.	Light or dark.	Toilet and bath.	Rent.
1							
2							

(8) CHILDREN LIVING AT HOME.

Name.	Date of birth.	Proof and identification number.	Occupation or school (employers and work).	Wage per week or school grade.	Pay to mother.	Mental, physical, or moral defects.
1						
2						

(9) BOARDERS OR LODGERS IN HOUSEHOLD.

Name.	Relationship, if any.	Amount paid per week or month.
1		
2		

(10) UNMARRIED CHILDREN NOT LIVING AT HOME.

Name.	Date of birth.	Proof.	Residence.	Occupation or school.	Grade or wage per week.	Mental, physical, or moral defects.
1						
2						

(11) MARRIED CHILDREN NOT LIVING AT HOME.

Name.	Residence.	Occupation.	Wage per week.	Mental, physical, or moral defects.
1				
2				

(12) CHILDREN OF HUSBAND BY FORMER MARRIAGE.

Name.	Residence.	Occupation.	Wage per week.	Mental, physical, or moral defects.
1				
2				

(13) MARRIAGE.

Date-----
Place-----
Name and address of person who performed ceremony-----
Proof-----
Identification No-----
Were you married before?-----
Was your husband married before?-----
Proof of such previous marriage-----

(15) CITIZENSHIP.

When and where born-----
How long in United States-----
How long in State previous to death-----
Voting addresses-----
Proof-----
Identification No-----
Did he serve in Army or Navy?-----
If so, when and where-----
Was he honorably discharged?-----
Proof of citizenship of previous husband-----

(14) DEATH.

Date-----
Cause-----
Length of illness-----
Place of death-----
Legal residence time of death-----
Where buried-----
Name and address of undertaker-----
Proof-----
Identification No-----
Proof of death or divorce of previous husband or wife-----

(16) LEGAL RESIDENCE.

Addresses for five consecutive years previous to application-----

Proof-----

(17) WOMAN'S RELATIVES.

Name.	Address.	Married.	Occupation.	Where employed.	Relation.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

(18) MAN'S RELATIVES.

Name.	Address.	Married.	Occupation.	Where employed.	Relation.
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

- (19) Date and place of woman's birth-----
(20) How long in United States----- Physical condition-----
(21) What is your occupation?----- Wages-----
(22) What hours do you work?----- How long employed there-----
(23) Name and addresses of present and previous employers-----
(24) What was your occupation previous to your marriage?-----
(25) Did your husband leave any property?----- Location, value, and mortgages-----
(26) Do you own any property?----- Location, value, and mortgages-----
(27) Do your parents or your husband's parents own any property?-----
Location, value and mortgages-----
(28) Amount of man's insurance and name of company-----
(29) Was he a member of any fraternal order?-----
(30) Have you any money?----- Amount----- Bank-----
(31) Have your children any money?----- Amount----- Bank-----
(32) Do you authorize us to inquire of the insurance company, fraternal order, or bank, if any?-----
(33) Of what lodge are you a member?-----
(34) Name and address of officer of lodge?-----
(35) In what company are you insured?----- Payments-----
(36) In what company are your children insured?----- Payments-----
(37) What church do you attend?-----
(38) Are you a member?----- Name and address of minister or priest-----
(39) Are you receiving assistance from any organization, church, or other source?-----
(40) Name and address of such organization, church, or other source-----
(41) To what extent are they assisting you?-----
(42) Are any of your relatives or friends assisting you?----- To what extent-----
(43) Give their names and addresses-----
(44) Have you any claim arising from the death of your husband?-----
(45) Give names and addresses of two responsible persons, other than relatives, to whom we may refer :-----
(46) Name----- Name-----
(47) Address----- Address-----
(48) Nature of acquaintance----- Nature of acquaintance-----

(Signature of applicant.)

(49) STATE OF NEW YORK. ss.
COUNTY OF NEW YORK.

----- being duly sworn deposes and says that she is the person described in and who signed as applicant, the foregoing application; that she has read the said application, or has heard it read, and knows the contents thereof, and that each and all of the statements therein contained are true to her own knowledge, except only such statements as are therein stated to be made upon information and belief, and these statements she believes to be true.

Sworn to before me this ----- day of -----

(Signature of applicant.)

CONFIDENTIAL REPORT FROM SOCIAL AGENCY.

CITY OF NEW YORK.

Board of Child Welfare.

City Hall, Room 2.

All communications should be addressed to the board.

No.

If you have a record of the widow hereinafter named, we shall be glad of any information which you can give us which may be of assistance in determining this board's action on her application for an allowance. We should like to have, if possible, the specific information called for on the reverse side of this sheet, which will be considered confidential by this board.

Respectfully, yours,

Executive Secretary.

Surname	Woman's given name
Man's given name	Woman's maiden name
Address	Previous address
Children's names and ages .....	.....

(Reverse side.)

Woman's name. Address

When and by whom was the family first brought to your notice?

Have you any special knowledge about any individual member of this family, particularly as to employment, earning capacity, or character?

Does your record show the existence of any relatives, and if so, who they are?

Woman's relatives Man's relatives

Have you any knowledge of any relatives, or others, who may be willing or able to help?

Have you ever found it necessary to assist or to secure assistance for this family, and, if so, to what extent and for what reason?

What agencies or individuals do you know of that are interested in the family?

What definite information of importance, likely to be helpful in determining the case, can you give us with respect to the family?

Are there any reasons why, in your opinion, this family should not receive public relief; and, if so, will you please to state such reasons in confidence?

Remarks

(Signed) -----
(Official position.)

Date

NOTICE OF GRANT OF ALLOWANCE.

CITY OF NEW YORK, BOARD OF CHILD WELFARE.

City Hall, Room 2. All communications should be addressed to the board.

DEAR MADAM: The Board of Child Welfare of New York City has decided to grant you a monthly allowance of \$ ----- beginning -----, 1919. In accordance with the law, such allowance is granted for a period of six months only, and may be revoked or decreased by the board at any time. The board is, however, empowered to continue the allowance for a longer period in its discretion. You will receive your first monthly payment in the form of a check soon after -----, 1919, and a like amount early every following month. The check will be made out to your name and must be indorsed by you in order to be cashed.

Should you not receive your check promptly, please notify the Board of Child Welfare, Room 2, City Hall, of that fact. You must also notify the board of any change in your address, otherwise your payment may be greatly delayed. Send old and new addresses.

This allowance is granted to you by New York City for the purpose of assisting you to give proper care to your children, and the Board of Child Welfare will expect you to expend the money in ways that will contribute to the health and education of the children. This allowance is not given as charity, but in accordance with the laws of the State for the proper care and education of the children.

Widows receiving allowances through this board will be expected to observe carefully and be governed by the rules of the board with relation to the granting and continuance of allowances which are printed on the other side of this sheet. It is further expected that the children of working age will contribute adequately towards the support of the home. Widows are also required to notify the board promptly of changes in their family conditions, especially ----- possible remarriage upon which latter event the

allowance must in every instance be discontinued. The board expects the widows to have a deep sense of honor in this respect.

It is the desire of the board to be of every possible service to your children. Therefore do not hesitate to call at the office of the board at any time to consult with us on any matters pertaining to their welfare.

Sincerely, yours,

President.

NOTICE INCREASING ALLOWANCE.

**CITY OF NEW YORK, BOARD OF CHILD WELFARE,
City Hall, Room 2.**

All communications should be addressed to the board.

NEW YORK,-----

DEAR MADAM: The Board of Child Welfare has increased your allowance from \$-----to \$-----, believing that you require a larger allowance to care for your children.

Trusting the increased allowance will be of benefit to the children, for whose welfare it is given, I am,

Respectfully, yours,

Executive Secretary.

NOTICE DECREASING ALLOWANCE.

**CITY OF NEW YORK, BOARD OF CHILD WELFARE,
City Hall, Room 2.**

All communications should be addressed to the board.

DEAR MADAM: The Board of Child Welfare has concluded to decrease your allowance from \$-----to \$-----, believing that your children should be cared for with less assistance from the city.

This was done after due consideration and in view of the fact that the board is confronted with so many mothers whose burdens are comparatively greater, so that every effort must be directed to apportion the appropriation in the interest of all the children under the care of the board.

Hoping that the allowance granted to you will prove beneficial to the children, I am,

Respectfully, yours,

Executive Secretary.

NOTICE DISCONTINUING ALLOWANCE.

**CITY OF NEW YORK, BOARD OF CHILD WELFARE,
City Hall, Room 2.**

All communications should be addressed to the board.

NEW YORK,-----

DEAR MADAM: The Board of Child Welfare has concluded to discontinue your allowance, believing that your children should be cared for without assistance from the city.

This was done after due consideration and in view of the fact that the board is confronted with so many mothers whose burdens are comparatively greater, so that every effort must be directed to apportion the appropriation in the interest of all the children under the care of the board. The law limits under which the board acts also makes this necessary.

Trusting that the allowance in the past has proven beneficial to the children, and with every good wish for their future welfare, I am,

Respectfully, yours,

Executive Secretary.

NOTICE TO WIDOW REGARDING APPLICATION.

**CITY OF NEW YORK, BOARD OF CHILD WELFARE,
City Hall, Room 2.**

All communications should be addressed to the board.

NEW YORK, -----

DEAR MADAM: Will you please call at this office on ----- at ----- o'clock with reference to the application for an allowance made by you (or on your behalf), to the Board of Child Welfare?

Please to bring with you the following papers, if possible:

1. Your marriage certificate.
2. The certificate of your husband's death.
3. Your husband's naturalization papers if he was foreign born, or other proof of his citizenship.
4. The birth certificates of all of your children under the age of sixteen years.

Do not pay any money to any person to secure these certificates for you. If you do not have these certificates in your possession, you will be informed when you visit this office as to the proper methods of securing them. Please to bring this letter with you.

Widows receiving allowances through this board will be expected to observe carefully and be governed by the rules of the board with relation to the granting and continuance of allowances which are printed on the other side of this sheet. It is further

NORTH DAKOTA.

[Laws 1915, ch. 185.¹]

AN ACT To provide for the support of needy women who are the mothers of and who are compelled to support one or more children under fourteen years of age.

Be it enacted by the Legislative Assembly of the State of North Dakota:
SECTION 1. *Allowance to mothers.*—In every county in the State of North Dakota any woman who has one or more children under fourteen years of age who are dependent upon her for support shall receive an allowance of not more than fifteen dollars a month for each such child, such sum to be paid out of the county treasury as hereinafter provided.

SEC. 2. *Conditions of allowance.*—Such allowance shall be made by the county court and only upon the following conditions:

1. The child or children for whose benefit the allowance is made must be living with the mother.

2. The allowance shall be made only when in its absence the mother would be unable to maintain a suitable home for her children.

3. The mother must, in the judgment of the county court, be a proper person morally, physically, and mentally for the bringing up of her children.

4. When the allowance shall be necessary, in the judgment of the county court, to save the child or children from neglect.

5. No person shall receive benefit under this act who shall not have been a resident of the county in which the application is made for at least one year previous to the making of such application.

6. If the county court finds that the funds allowed under this act are not used judiciously, he may order the allowance made in supplies and provisions, in which case it shall be administered by the overseer of the poor in the township, village, or city in which the applicant lives, or by some proper person appointed by the county judge.

SEC. 3. *When allowance shall cease.*—When any child shall reach the age of fourteen years any allowance made to such mother for the benefit of such child shall cease.

SEC. 4. *Court may modify allowance.*—It being the purpose of this act to provide conditions under which dependent children may grow into useful citizens, when in the judgment of the county court allowance made under it is failing of this purpose the court may modify or discontinue such allowance to the mother of such child or children.

SEC. 5. *Duty of county officers.*—In each case where an allowance is made under the provisions of this act an entry to that effect shall be made upon the records of the county court making such allowance, and the county judge shall notify the county commissioners, the county auditor, and county treasurer that such allowance shall be made, and it shall be the duty of such officers to make provision for and pay such allowance monthly until notified by the county court that it shall be discontinued.

SEC. 6. *Application—Hearing.*—Application may be made in writing to the county court by a person desiring aid, or by some citizen in her behalf, stating

¹ In the case of *Cass County v. Nixon* (161 N. W., 204) the Supreme Court of Dakota, Jan. 16, 1917, held this law to be constitutional.

residence, number of dependent children and ages, and a statement of her income and probable needs in order to maintain her home. The court shall set a day for a hearing, giving notice in writing to the overseers of the poor where applicant resides; to the county commissioners and the applicant and other parties known by the judge to be interested; which hearing shall be not less than fifteen days from date of such notice. The county commissioners, overseers of the poor, or any tax-paying citizen may file a statement with the county judge, or may appear in person on the day set for hearing, in support of, or protesting against application being granted, and may appeal to the district court for reversal or modification of the county court's action on such application.

SEC. 7. Purpose of act.—This act is intended to supplement existing laws for aid of the poor, and is for the specific purpose of furnishing permanent aid to mothers who come under its provisions. In cases of temporary aid, it shall be granted under such laws as exist for such purpose; nothing in this act shall be so construed as to change the proportionate payment by county, city, incorporated village, or township.

SEC. 8. Emergency clause.—An emergency is hereby declared to exist in that there is no adequate provision of law providing for the support of needy women mentioned in this act; therefore this act shall take effect and be in force from and after its passage and approval.

Approved March 11, 1915.

OHIO.

[Laws 1913, pp. 877-9;¹ as amended by Laws 1915, pp. 436-7;² Laws 1919, p. —.³]

SECTION 1683-2. Allowance to poor mothers.—For the partial support of women whose husbands are dead, or become permanently disabled by reason of physical or mental infirmity, or whose husbands are prisoners or whose husbands have deserted, and such desertion has continued for a period of three years, when such women are poor, and are the mothers of children not entitled to receive age and schooling certificate, and such mothers and children have a legal residence in any county of the State for two years, the juvenile court may make an allowance to each of such women as follows: Not to exceed fifteen dollars a month when she has but one child not entitled to an age and schooling certificate, and if she has more than one child not entitled to an age and schooling certificate, it shall not exceed fifteen dollars a month for the first child, and seven dollars a month for each of the other children not entitled to an age and schooling certificate. The order making such allowance shall not be effective for a longer period than six months, but upon the expiration of such period, said court may, from time to time, extend such allowance for a period of six months or less. Such homes shall be visited from time to time by a probation officer, the agent of an associated charities organization, or of a humane society, as the court may direct, or in the absence of such probation officer, society or organization in any county, the sheriff of said county shall make such visits as directed by the probate court; *Provided*, That the person, other than the sheriff, who actually makes such visits, shall be thoroughly trained in charitable relief work, and the report or reports of such visiting agent shall be considered by the court in making such order for relief.

SEC. 1683-3. Conditions of allowance.—Such allowance may be made by the juvenile court, only upon the following conditions: First, the child or children for whose benefit the allowance is made must be living with the mother of such child or children; second, the allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and when by means of such allowance she will be able to remain at home with her children, except that she may be absent for work for such time as the court deems advisable; third, the mother must in the judgment of the juvenile court be a proper person morally, physically, and mentally for the bringing up of her children; fourth, such allowance shall in the judgment of the court be necessary to save the child or children from neglect and to avoid the breaking up of the home of such woman; fifth, it must appear to be for the benefit of the child to remain with such mother; sixth, a careful preliminary examination of the home of such mother must first have been made under the

¹ Part of Children's Code. The commission to codify and revise the laws of Ohio relative to children, which made its report to the legislature in 1912, was not agreed as to the desirability of enacting a "widows' pension" law at that time. The bill drafted by the commission as the form recommended should the legislature desire to pass such a law as that enacted in 1913.

² Amended sections 1683-2 and 1683-3 so as to allow county sheriffs to investigate and supervise applicants for allowances when none of the other agencies named exist.

³ Amendment of 1919 increased the county tax for mothers' allowances from one-tenth of a mill on the dollar valuation of property to one-fifth of a mill.

direction of the court by the probation officer, the agent of an associated charitable organization or humane society, or in the absence of such probation officer, society or organization in any county, the sheriff of such county shall make such investigations as the court may direct, and a written report of the result of such examination or investigation shall be filed with the juvenile court, for the guidance of the court in making or withholding such allowance.

Sec. 1683-4. *When allowance shall cease.*—Whenever any child shall reach the age for legal employment, any allowance made to the mother of such child for the benefit of such child shall cease. The juvenile court may, in its discretion, at any time before such child reaches such age, discontinue or modify the allowance to any mother and for any child.

Sec. 1683-5. *Partial relief.*—Should the fund at the disposal of the court for this purpose be sufficient to permit an allowance to only part of the persons coming within the provisions of this act, the juvenile court shall select those cases in most urgent need of such allowance.

Sec. 1683-6. *To whom law does not apply.*—The provisions of this act shall not apply to any woman who, while her husband is imprisoned receives sufficient of his wages to support the child or children.

Sec. 1683-7. *Penalty for fraud.*—Any person or persons fraudulently attempting to obtain any allowance for a person not entitled thereto, shall be deemed guilty of a misdemeanor and on conviction thereof, shall be punished by a fine of not less than five nor more than fifty dollars, or imprisoned in the county jail for a period of not less than two months, or both.

Sec. 1683-8. *Motion to set aside allowance.*—In each case where an allowance is made to any woman under the provisions of this act, a record shall be kept of the proceedings, and any citizen of the county may, at any time, file a motion to set aside, or vacate, or modify, such judgment and on such motion said juvenile court shall hear evidence, and may make a new order sustaining the former allowance, modify or vacate the same, and from such order, error may be prosecuted, or an appeal may be taken as in civil actions. If the judgment be not appealed from, or error prosecuted, or if appealed or error prosecuted, and the judgment of the juvenile court be sustained or affirmed, the person filing such motion shall pay all the costs incident to the hearing of such motion.

Sec. 1683-9. *County board to levy tax.*—It is hereby made the duty of the county commissioners to provide out of the money in the county treasury such sum each year thereafter as will meet the requirements of the court in these proceedings. To provide the same they shall levy a tax not to exceed one-fifth of a mill on the dollar valuation of the taxable property of the county. Such levy shall be subject to all the limitations provided by law upon the aggregate amount, rate, maximum rate, and combined maximum rate of taxation. The county auditor shall issue a warrant upon the county treasurer for the payment of such allowance as may be ordered by the juvenile judge.

Approved May 9, 1913. Amendments approved June 2, 1915; 1919.

OKLAHOMA.

[Laws 1915, ch. 183.¹]

An Act To provide for the partial support of poor women whose husbands are dead or convicts, or insane, when such women are mothers of children under the age of fourteen years; and declaring an emergency.

Be it enacted by the people of the State of Oklahoma: **SECTION 1. County boards to provide funds.**—It shall be the duty of the board of county commissioners in making the estimated needs of such county for the fiscal year, to provide an amount not to exceed eight thousand (\$8,000) dollars; and it shall be the duty of the county excise board in such county to make a levy for such sum as may be needed, not to exceed the estimate made by the county commissioners for the partial support of indigent women whose husbands are dead or insane, or prisoners in any State institution, when such women are mothers of children under the age of fourteen years, and such mother and children reside in such county.

SEC. 2. Amount of allowance.—The allowance to each of such women shall not exceed ten dollars (\$10) a month when she has but one child under the age of fourteen years, and if she has more than one child under the age of fourteen years, it shall not exceed the sum of ten dollars (\$10) a month for the first child and five dollars (\$5) a month for each of the other children under the age of fourteen years.

SEC. 3. Conditions of allowance.—Such allowance shall be made by the county court and only upon the following conditions: (1) The child or children for whose benefit the allowance is made must be living with the mother of such child or children; (2) the allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and when by means of such allowance she will be able to remain at home with her children; (3) the mother must, in the judgment of the county court, be a proper person, morally, physically, and mentally, for the bringing up of her children; (4) such allowance shall, in the judgment of the court, be necessary to save the child or children from neglect; (5) no person shall receive the benefit of this act who shall not have been a resident of the county in which such application is made for at least two years next before the making of such application for such allowance.

¹ Prior to the passage of this act Oklahoma had had for some years a law providing "scholarships" for wage-earning children of widows as follows:

"If any widowed mother shall make affidavit to the effect that the wages of her child or children under sixteen years of age are necessary to the support of such widowed mother, then the county superintendent of public instruction shall after careful examination, upon the recommendation of the school district board, or board of education, furnish such child or children a certificate called a 'scholarship' stating the amount of wages such child or children are receiving, or so much of such wages as shall be deemed necessary so long as such child or children shall attend the public school in accordance with the provisions of this article, which aid shall be allowed and paid upon certificate of the county superintendent of public instruction to the child or child holding such scholarship by the county commissioners." (Laws 1907-8, pp. 394 amended by art. 13, ch. 219, laws 1913.)

SEC. 4. *When allowance shall cease.*—Whenever any child shall reach the age of fourteen years any allowance made to the mother of such child for the benefit of such child shall cease. The county court may, at its discretion, at any time before such child reaches the age of fourteen years, discontinue or modify the allowance to any mother and for any child.

SEC. 5. *Partial relief.*—Should the fund herein authorized be sufficient to permit an allowance to only a part of the persons coming within the provisions of this law, the county court shall select those cases in most urgent need of such allowance.

SEC. 6. *To whom law shall apply.*—The provisions of this law shall not apply to any woman whose husband is not dead or who is not confined in the Oklahoma State penitentiary or other prison in this State, or is in a State institution for the insane in this State, and in the two latter cases it shall not apply unless such prisoner is the lawful husband of the woman seeking such allowance.

SEC. 7. *Penalty for fraud.*—Any person procuring or attempting to procure any allowance for a person not entitled thereto shall be deemed guilty of a misdemeanor, and on conviction thereof shall be punished by a fine of not less than one hundred dollars (\$100), nor more than five hundred dollars (\$500) or by imprisonment in the county jail for a period of not more than one year, or by both such fine and imprisonment.

SEC. 8. *Motion to set aside allowance.*—In each case where an allowance is made to any woman under the provisions of this act, a judgment entry to that effect shall be entered upon the records of the county court making such allowance, and it shall be the right of any taxpaying citizen at any time to file a motion to set aside such judgment; and on such motion the county court, or the court to whom such motion may be taken on a change of venue, shall hear evidence, either with or without a jury, as either side may demand, and may make a new order granting or refusing such allowance, and from such order so made an appeal shall lie as in ordinary civil cases. If the judgment making such allowance is not appealed from, or is affirmed on appeal, the person filing such motion shall pay all the costs of such motion and the proceedings subsequent thereto. Such motion may be renewed from time to time, but not oftener than once in any calendar year.

SEC. 9. *Repeal.*—All acts or parts of acts in conflict with this act are, in so far as they conflict, hereby repealed.

SEC. 10. *Emergency clause.*—It being immediately necessary for the preservation of the public peace, health, and safety an emergency is hereby declared to exist, by reason whereof this act shall take effect and be in full force from and after its passage and approval.

Approved April 1, 1915.

SEC. 5. If, at the date of her application, or at any time thereafter, there is living with any applicant, as a member of her household or otherwise, any of her children over sixteen years of age, or any person or persons not of the immediate family of such applicant; and such children or persons are not contributing their proportionate, individual share of such household expenses, the court shall not, for and during such time, grant nor render to such applicant any assistance hereunder.

SEC. 6. The court shall not give assistance under the provisions of this act, for the support of any child who has property of his own unless in the judgment of the court relief may be temporarily given, nor for any child or children who do not reside with their mother.

SEC. 7. The court shall not give assistance under the provisions of this act to any mother or child or children who have resources or other property which may be drawn upon for the support of herself or her child or children, and the court in giving assistance shall take into account any income from the labor of the applicant or her child or children: *Provided*, That the allowance of any child under the age of sixteen years shall cease as soon as it is eligible for a permit to work; *Provided further*, That when the earnings of said child are less than the maximum amount of assistance named in this act the court may in its discretion give such additional assistance as taken with its earnings will equal said amount.

SEC. 8. The court shall not give assistance under the provisions of this act when it shall appear the applicant has deprived herself directly or indirectly of property or income in order to qualify herself for assistance under this act.

SEC. 9. *Monthly accounts*.—The court shall not give assistance under the provisions of this act unless monthly accounts are rendered to the court by the applicant; which accounts shall be so rendered before further assistance may be given. And the court shall be the judge as to the sufficiency of these reports and may require more complete reports of the applicant.

SEC. 10. *Presence of husband*.—Whenever assistance is given under the provisions of this act to a mother whose husband is incapacitated for work by reason of physical or mental infirmity and the presence of such husband is a menace to the physical or moral welfare of the mother or children, the court may require that such husband may be removed from the home and provision made for his care elsewhere, or failing to remove such husband or upon his refusal to be separated from his family the court may in its discretion refuse to give further assistance.

SEC. 11. *Mother to be qualified*.—No assistance shall be given unless the court finds that the mother is a proper person, physically, mentally, and morally fit to care for said child or children.

SEC. 12. *What property a bar*.—The court shall not give assistance under the provisions of this act if the applicant has property of an appraised value exceeding five hundred dollars (\$500) in use as a home, unless the court after full investigation finds that further assistance is necessary to save the child or children from physical or moral neglect; such appraisement to be made by the court.

SEC. 13. *Court may compel attendance of witnesses*.—For the purpose of carrying out the provisions of this act the tribunal mentioned in section 1 shall have power to summon witnesses and compel their attendance and pay them the same as witnesses in criminal cases are paid.

SEC. 14. *Penalty for fraud*.—Any person fraudulently attempting to obtain or fraudulently obtaining any assistance under this act shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not more than one hundred dollars (\$100) or by imprisonment in the county jail

for a period not to exceed six months, or by both such fine and imprisonment. Justice's courts, district courts, and circuit courts shall have concurrent jurisdiction in all cases arising out of a violation of this act.

SEC. 15. *Aid exempt from attachment.*—All moneys given any person under the provisions of this act shall be exempt from attachment and execution.

SEC. 16. *Records to be filed.*—There shall be filed with the application, proof of death of the husband if he be dead, of his condition if he is mentally or physically incapable of self-support, of his residence in any Oregon State institution as provided in section 1 of this act; birth records of child or children; and such other data as may be required by the court.

SEC. 17. *If mother is improvident.*—And if in the judgment of the court any mother of such child or children is improvident, careless, or negligent in the expenditure of the money received in pursuance of this act, the court may direct that such money shall be paid to some person whom he shall designate to be used for the support of such mother and child or children.

SEC. 18. *Order of payment.*—Whenever the tribunal mentioned in section 1 shall determine that assistance under this act shall be given, it shall make an order to that effect, which order, among other things, shall set out in full the name of the mother, place of residence, the names and ages of the children and the amount given for each child, and upon presentation of such order the county court shall direct monthly warrants to be drawn therefor, and the payment of such relief shall date from the court order giving such assistance: *Provided*, Whenever the conditions of either the mother or any child change after filing the last order, the court may in its discretion either increase or decrease such monthly allowance, and the fact that an application for assistance has been denied to the applicant shall not be taken into consideration upon a future application being made.

SEC. 19. Under no circumstances shall any assistance be given under the provisions of this act prior to the order giving such assistance.

SEC. 20. *Absence from county.*—The relief given under the provisions of this act shall not be allowed during any term of absence from the county giving such relief, except such absence is with the consent of the court and under conditions prescribed by him.

SEC. 21. *Decision of court final.*—The decision of the tribunal mentioned in section 1 in all matters coming under the provisions of this act shall be final.

SEC. 22. *Repeal.*—Chapter 43 [42] of the General Laws of Oregon of 1913 and chapter 90 of the General Laws of Oregon for 1915 are hereby repealed.

Approved February 19, 1917.

accruing from the act and the advantages of coming within its provisions, and shall assist such county commissioners in the organization of boards of trustees.

She shall make a report annually to the State board of education reviewing the work done under the provisions of this act by the trustees of the various counties, laying special stress upon educational conditions of the assisted families.

SEC. 4. Powers and duties of boards of trustees.—The administration of this act within the several counties shall be solely in the hands of the boards of trustees appointed by the governor, subject, however, to the rules adopted and issued by the State supervisor. The members of the boards of trustees shall serve without compensation, but shall receive all actual and necessary expenses incurred in the performance of their duty.

SEC. 5. Administration—Expenses.—The boards of trustees shall provide suitable headquarters, and shall appoint such competent investigators and clerical assistants as may be necessary, and shall provide suitable furnishings and stationery, and provide for the payment of salaries and incidental expenses. At no time, however, shall the annual expenses of administration in any county exceed ten per centum of the appropriation for the county for that year, with the exception of the first year, when the trustees shall be permitted to expend an additional sum of not more than five hundred dollars for furnishings.

SEC. 6. Mothers entitled to assistance.—It shall be the duty of the board of trustees to provide, from the funds made available under the provisions of this act, as aid in supporting their children in their own homes, assistance to poor and dependent mothers of proved character and ability, who have children under the age of sixteen years, and whose husbands are dead,¹ or permanently confined in institutions for the insane.

SEC. 7. Citizenship—Residence.—In order to prevent the alienation of the citizenship of those who may receive the benefits of this act, no family shall be a beneficiary thereunder unless the mother has been a resident continuously of the State for a period of two years and of the county in which she applied for assistance for a period of one year. No family entitled to receive the benefits of this act in any county shall be deemed to have lost its residence in such county within one year after removal therefrom, but any such family shall, if it returns to the county in which it was entitled to receive assistance within said year, be immediately entitled to assistance in such county.

SEC. 8. Investigation of families.—The trustees of the various counties shall in no case recommend payment to any mother until they are satisfied that she is of proper character and ability and that for the proper maintenance of her children in her own home monthly payments are necessary. For such purpose the board of trustees shall cause to be made proper investigations. No payment shall be made on account of any child of proper age and physical ability unless satisfactory report has been made by the teacher of the school in which such pupil is enrolled stating that such child is attending school.

SEC. 9. Maximum monthly payments.—The combined maximum payment allowed by any board of trustees shall in no case exceed twenty dollars per month for the first child and ten dollars per month for each additional child. A mother shall be entitled to assistance under this act for an unborn child, in like manner as for other children, if she has one or more children living which entitle her to the benefits of this act.

¹ In *Commonwealth v. Powell* (100 Atlantic Reporter, 964) the Supreme Court of Pennsylvania held that the word "dead" is to be given its popular meaning and an award can not be made upon the presumption of death arising from the husband's unexplained absence for seven years.

amount apportioned to such county during the first fiscal year according to the aforesaid classification, including therein all unexpended balances from the previous fiscal year credited to the several counties accepting the provisions of this act, which unexpended moneys shall remain available during the second fiscal year for use by the counties to which theretofore credited, and excluding all moneys apportioned to the several counties which have not availed themselves of the provisions of this act. He shall likewise exclude from said apportionment all moneys appropriated for the second fiscal year for counties which have not accepted the provisions of this act before the end of the first fiscal year.

SEC. 16. *Surplus funds.*—All funds set aside from year to year for counties which have not availed themselves of the provisions of this act shall be set aside into a surplus fund. The surplus fund shall be available during the second fiscal year in the counties which have availed themselves of the provisions of this act before the end of the first fiscal year, but no county shall be entitled to an amount from such fund in excess of twenty-five per centum of the aggregate sum apportioned and set aside by the State treasurer to that county for the two-year period, and no such county shall participate in such surplus fund unless it shall, in addition to the appropriations heretofore required, appropriate a sum equal to the amount which it desires from the surplus fund.

SEC. 17. *Penalty for fraud.*—Any person securing any allowance contrary to the provisions of this act, shall be guilty of a misdemeanor, and upon conviction thereof, shall be sentenced to pay a fine not exceeding five hundred dollars, or to undergo imprisonment for a period not exceeding one year, or both, at the discretion of the court.

SEC. 18. *Report by State supervisor.*—A detailed report of the number of beneficiaries, the amount expended, and the advantages and disadvantages of the system, with recommendations for improvement, shall be made by the State supervisor to the General Assembly at the beginning of each session of the General Assembly. Such report shall be printed by the State printer, upon requisition by the superintendent of public instruction to the department of printing and binding.

SEC. 19. *Repeal.*—The act approved the twenty-ninth day of April, one thousand nine hundred and thirteen (Pamphlet Laws 118), entitled "An act applicable to all counties of this Commonwealth, to provide monthly payments, as approved by the trustees, to indigent, widowed, or abandoned mothers, for partial support of their children in their own homes * * *" and the act approved the eighteenth day of June one thousand nine hundred and fifteen (Pamphlet Laws 138) entitled "An act amending an act entitled 'An act applicable to all counties of this Commonwealth, to provide monthly payments as approved by the trustees to indigent, widowed, or abandoned mothers, for partial support of their children in their own homes * * *'" are hereby repealed.

Approved, July 10, 1919.

To assist the county boards of trustees of mothers' pensions in the administration of this act the State board of education under the supervision of the State supervisor of the mothers' assistance fund of Pennsylvania issued in April, 1916, the following circular of information relative to: (1) The purpose of the law; (2) "Adequate" grants; (3) What families are not eligible for assistance; (4) Investigation and supervision.

The legislature of 1915 laid upon the women of Pennsylvania a difficult and delicate task. The mothers' assistance fund act, commonly known as the mothers' pension act, was enacted primarily for the benefit of women and children and its administration was placed in the hands of women. It is a law whose success is preeminently dependent on methods of administration

and, like many laws, it carries with it grave dangers to our State if it is improperly administered.

The law has two reasons for its existence—a humanitarian and an economic one. There are in our communities a large number of women with dependent children who can not maintain their homes without assistance. We have come to believe that as a principle of justice no home should be broken up for poverty alone. In the past, some assistance has been given to such families by relief societies, churches, and private individuals, but experience has shown that private resources are not adequate, especially in cases of long-continued dependency. The State therefore came to feel responsible for the support of this group. The second reason was an economic one; it is actually cheaper in dollars and cents to maintain children in their own homes than to support them in institutions, and "homemade" children, cared for by their own mothers, have the best chance of becoming healthy, normal citizens. From the point of view of the proper training of future citizens, the work may be regarded as part of the educational policy of the State and was properly placed under the control of the State board of education.

In the consideration of the maintenance of a mother with dependent children, we must always remember that a widow with children plus a lump sum of money does not make a normal family. The father of a family is not only a "breadwinner;" his loss deprives the family of affection and discipline as well as of their means of support. The lack is more than a material one and can not be filled by money alone. Because the State felt this need of "fathering" its dependent children, the clause providing for the appointment of county boards of trustees was introduced. Their first duty is the proper administration of the funds; their second—equally important—is the supervision and guardianship of the mother and children.

Nothing could be more encouraging than the beginning that has been made in the work. In her trips through the State, in spite of the fact that methods differ widely and, in some cases, have been determined by a nearsighted kindness rather than a farsighted wisdom, the supervisor has found the trustees thoughtful and conscientious, giving generously of their time and strength; always open-minded and ready to welcome suggestions and changes. In fact, they have proved to be what the governor calls "fine, upstanding women, leaders in their communities."

In this first message it is our purpose to review certain principles that should govern the work.

- I. THE QUESTION OF "ADEQUATE" GRANTS.
- II. WHAT MOTHERS ARE NOT ELIGIBLE FOR ASSISTANCE UNDER THE LAW.
- III. WHAT POINTS SHOULD BE COVERED IN :
 - (a) INVESTIGATION.
 - (b) PLANNING FOR A FAMILY.
 - (c) SUPERVISION.

I. THE QUESTION OF "ADEQUATE" GRANTS.

It is better to give adequate amounts to some rather than insufficient amounts to many. What do we mean by an "adequate" grant? The amount that will make up the deficit in the family budget and ensure the necessities of a normal life. This amount differs in different families and localities, but it can be determined in each case.

The arguments against the granting of inadequate amounts, the system of giving "a little to many" are:

A. It defeats the purpose of the law.

The purpose of the law is utterly defeated if so small a grant is made that the mother still overworks, the children continue to be undernourished and uncared for, and assistance on the almsgiving plan is still received from other sources.

B. It offers no protection against disease.

There are more ways of breaking up a family than by starvation or by placing the children in an institution. With inadequate grants we are likely to pay a heavy price in tuberculosis, anemia, and cardiac exhaustion. These cumulative effects of poverty are just as sure and just as deadly as the more immediate ones.

III. WHAT POINTS SHOULD BE COVERED IN :

- (A) INVESTIGATION.
- (B) PLANNING FOR A FAMILY.
- (C) SUPERVISION.

A. Investigation.

Investigation means the gathering of all necessary information, not only to determine whether the family is eligible for help and how large the grant should be, but what plan we should make for the family and how it can best be carried out.

To obtain this information we must consult relatives, clergymen and church visitors, former employers and friends, the family doctor and school teachers, and any other source of information available.

(For the kind of information required, see Questionnaire for Women with Dependent Children, issued by this department.)

Good investigation is a great time and money saver. It is a reflection on the trustees if a woman is placed hastily on the list, only to be dropped in a month or two because someone "has found something out" about her. A large number of canceled grants are sure to mean poor investigation or poor supervision.

B. Planning for a family.

The next step is the working out of a suitable plan. This plan should be based on a consideration of such points as:

- (a) The lowest amount sufficient for normal family life (see Questionnaire), and the grant necessary to insure this amount.
- (b) The mother's work: Place, kind, and hours.
- (c) The family environment—house and neighborhood.
- (d) Recreation.
- (e) Church connections.
- (f) The children's school.
- (g) The interest of relatives and friends of the family.

C. Supervision.

Supervision includes:

- (a) Careful examination of the monthly school reports of the children.
- (b) Frequent and regular interviews with the school teachers in regard to scholarship, attendance, and conduct.
- (c) Advice to the mother in regard to the best way of using the money, especially as to proper buying and preparation of food.
- (d) Oversight of the children's health, especially as to throat, dental, and skin conditions. Instructions in regard to fresh air, bathing, sleeping arrangements.
- (e) Safeguarding the mother's health by advising her about the proper kind of work and helping her to get it.
- (f) Placing before the family opportunities for connecting up with the church, school, playground, settlement, classes, clubs, etc.
- (g) Advice in regard to proper work for the children as they approach working age.
- (h) Arousing the interest of the nearest relative and anyone who has influence over the family.

At least one monthly visit is necessary and really constructive work will require a number of visits.

As the office of the supervisor is to devote her time and energy to studying the best methods of administering the law, any suggestions from the county boards will be most welcome.

The work offers a challenge to us as citizens of Pennsylvania. We are building up a system that will operate long after we, as individuals, cease to be identified with it. We must face thoughtfully the responsibilities and dangers the system involves and realize that if "State Assistance to Mothers" is to be more than high-sounding theory, it must be grounded in common sense and knowledge of modern methods of social service.

[Forms prepared by State supervisor of mothers' pensions.]

RECORD CARD FOR FAMILY.

(Used in both county and State office.)

MOTHERS' ASSISTANCE FUND OF PENNSYLVANIA STATE BOARD OF EDUCATION.

Surname.....

Application (date).....
Investigation (date).....
By.....

Date.	How long.	Address.	Rent.	Num-ber rooms.	Floor.	Sanitary con-dition.	Landlord.	Address.

Man's death.—Cause..... Date..... Length last illness..... Doctor or hospital.....	Last occupation and industry..... Related to illness..... Employer..... Weekly wage.....	Physical and mental defects..... Court record..... { Abstainer. { M derate drinker. { Heavy drinker.
------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------

First name.	Age.	Date of birth.	Birth-place.	School record.			School or occu-pation.	Weekly earn-ings.	Weekly insur-ance.	Physical and men-tal defects.
				Enter-ing age.	Years at-tended.	Grade reached.				
1. Man's.....										
2. Woman's maiden.....										
3. Children at home.....										
4.										
5.										
6.										
7.										
8.										
9.										
10.										

Others in family (full name).	Kinship.	To num-ber.	Occupation.	Con-tributes weekly.	Previous addresses.	Date.
11.						
12.						
13.						

Birthplace.	Nation-ality or race.	Citizen.	Time in—		Marriage.		Previous marriage.	Original religion (church).
			United States.	County.	Date.	Place.		
1.								1.
2.					By whom.....			2.

Relatives not living in family (write married children first).

NOTE.—Check date of marriage, man's death, children's births, citizenship, and facts relating to property and money when verified by public records.

Churches, charities, and persons interested.

Date.	History of investigation and supervision.

(Warrant for payment of grant, made out for each beneficiary.)

To the _____

In the matter of the petition of _____ for pension under act
No. 80 of the laws of 1913.

**REPORT OF BOARD OF TRUSTEES OF MOTHERS' ASSISTANCE FUND FOR _____
COUNTY, PA.**

The _____ County Board of Trustees of Mothers' Assistance Fund hereby reports its findings as the result of its investigations into the petition filed in the above-entitled manner.

The facts stated in the said petition as to the name of the petitioner, date of death, or date of desertion of her husband, name and ages of her children, and their places of birth, her residence, places of abode, and of the property interests belonging to her and her children, are true, except -----

This board has found the efforts of the petitioner to support her children, as follows:

This board reports that as the result of its investigation it finds that the said petitioner is unable to support her children without assistance, and the family is likely to become disrupted.

We, therefore, respectfully recommend that the above petitioner receive a pension of \$_____ per month (½) to be paid by auditor general and (½) to be paid by treasurer of _____ County. Requisition has been made upon the treasurer of _____ County.

Respectfully submitted _____ day of _____ 19____
The trustees of Mothers' Assistance Fund of _____ County, Pa.

(Reverse side.)

Name of petitioner _____
Place of birth _____
Nationality _____
Religion _____
Residence _____
Character of residence _____
How long a resident there _____
Previous residence _____
How long _____
How long a resident of county _____
Name of husband _____
Date of death of husband _____

CHILDREN.

Name.	Place of birth.	Date of birth.	Mental or physical defects.
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

HUSBAND'S RELATIVES.

Name.	Relationship.	Address.	Circumstances.
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Value and equity of real estate owned by petitioner _____
Value and equity of real estate owned by children _____
Personal property owned by petitioner, money in bank, building and loan shares, stocks, etc _____
Personal property owned by children, money in bank, building and loan shares, stocks, etc _____

PETITIONER'S RELATIVES.

Name.	Relationship.	Address.	Circumstances.
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Remarks _____

State of Pennsylvania, _____ } ss.
County of _____

Before me, the undersigned authority, personally appeared _____ the legally appointed investigator, who, being duly sworn according to law, deposes and says that the statements contained in the foregoing report are true and correct as she verily believes.

Sworn to and subscribed before me this _____ day of _____, 19____

Notary Public.

SCHOOL STANDING AND ATTENDANCE RECORD.

(Secured for every child attending school quarterly.)

Name of school

City

Township

Borough

Address

Report of

Grade

Age

Date

The records of this school for the

month

period

term

of

show the following :

Attendance :

No. of times tardy

No. of days absent

Reasons for absence or tardiness

Scholarship :

Excellent

Good

Fair

Deficient

Deficient branches

Conduct

Remarks in re physical defects, personal appearance, etc

(Signed)

Teacher.

REQUISITION FOR MONEY FOR ADMINISTRATION.

To the _____ of the _____ of Pennsylvania:
Please furnish _____, treasurer of the board of trustees of Mothers' Assistance Fund of the county of _____, the sum of _____ dollars, to be used for headquarters, suitable furnishings, stationery, postage, etc., for which this will be your sufficient voucher.
We hereby certify that the foregoing amount is to be expended for various items pursuant to the provisions of the act cited, and for which it would be impracticable to file detailed vouchers at this time.

President.

Treasurer

I hereby certify that the foregoing signatures are those of the proper officers of the trustees duly appointed by the governor and above referred to, and that they have been duly authorized by resolution of their board passed _____ to make this requisition, and that a similar requisition as to amount was at the same time authorized and made on the treasurer of _____ county.

Secretary.

(Indicate address to which check is to be mailed.)

Settled _____ Approved _____

MAINTENANCE FUND STATEMENT TO AUDITOR GENERAL

Statement of the receipts and disbursements of the Maintenance Fund of the Board of Trustees of _____ county.

Receipts _____ Dr _____ Cr _____
Date _____ Voucher number _____
To amount received:
From State treasury _____
From country treasury _____
Expenditures:
Check number _____ Name _____
Balance on hand _____
Approved: _____ President. _____ Treasurer.

MONTHLY PAYROLL FOR AUDITOR GENERAL AND COUNTY TREASURER.

To the auditor general of the Commonwealth of Pennsylvania:
The report of the Board of Trustees of the Mothers' Pensions for _____ County, Pa., for month ending _____, 19____, under act approved the 29th day of April, 1913, P. L., p. 118.
The board of trustees for the above county hereby reports its findings as a result of its investigations of the mothers whose names are hereinafter enumerated, during the present month, and learned that the beneficiaries are entitled to the same monthly remittance, and that the beneficiary has not married or remarried, and that she and all of her children were alive at the time of this monthly investigation, and that her financial condition does not at this date warrant any change in the amount heretofore recommended.

Name.	Amount.	Name.	Amount.
_____	\$ _____	_____	\$ _____
_____		_____	
_____		_____	

Respectfully submitted this _____ day of _____, 19____.
The trustees of mothers' pensions of _____ County.

NOTE.— This report must be filed by the 25th of each month.

SOUTH DAKOTA.

[Laws 1917, ch. 300¹ as amended by Laws 1919, ch. 263.²]

An Act To provide for mothers' pensions, and to prescribe penalties for the violation of the provisions thereof, and repealing chapter 275, Laws of 1913, and chapter 251, Laws of 1915.

Be it enacted by the Legislature of the State of South Dakota: SECTION 1. *Allowance to mothers.*—For the partial support of any woman whose husband is dead, whose husband becomes permanently disabled for work by reason of physical or mental infirmity, or whose husband is a prisoner in the State penitentiary, or any woman who has been divorced from her husband in this State for a period of one year or more, when such woman has a child or children under the age of sixteen years whom she is unable to support, and such mother and child or children have had a residence in this State for one year and in the county for six months before making application therefor, such county shall have authority and be required to make an allowance to such woman, upon petition and notice as provided in this chapter, which petition and notice shall be prepared by the State's attorney of the county without charge to the petitioner of the county, as follows: Not to exceed fifteen dollars per month, when such woman has but one child under the age of sixteen years, and if she has more than one child under the age of sixteen years, it shall not exceed fifteen dollars per month for the first child and not to exceed seven dollars per month for each of the other children under the age of sixteen years. The order making such allowance shall not be effective for a longer period than six months, but upon the expiration of such period the judge of the county court may, from time to time, extend such allowance for a period of six months or less, if the court is satisfied that such order for extension is proper.

SEC. 2. *Petition—Conditions of allowance.*—Such allowance shall be made by the county court upon a verified petition made by such poor woman or by some member of the board of county commissioners of said county, or by any other charitable organization or association within such county. Upon presentation of such petition to the court the county court shall proceed to examine into the effects and shall make such allowance only upon the following conditions:

(1) The child or children for whose benefit the allowance is to be made must be living with the mother of such child or children.

(2) The allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and when by means of such allowance she will be able to remain at home with her children, except that she may be absent not more than one day a week for work; or when it is deemed and found to be absolutely necessary for the proper care and education of said children.

¹ Supersedes Laws 1913, ch. 275 as amended by Laws 1915, ch. 251, although not changing essential provisions. Placed the duty of investigation upon the county commissioners instead of the State's attorney and increased the tax from one-tenth of a mill to one-sixth.

² The amendment of 1919 raised the age limit of the children who might be granted aid from fourteen to sixteen years.

(3) The mother must, in the judgment of the court, be a proper person morally, physically, and mentally for the bringing up of her child or children.

(4) Such allowance shall, in the judgment of the court, be necessary to save the child or children from neglect and to avoid the breaking up of the home of such woman.

(5) It must appear to be for the benefit of said child or children to remain with such mother.

(6) A careful preliminary examination of the home of such mother shall first have been made by the county commissioner of the district where such applicant resides or by some other competent person appointed by the judge of the county court, and a written report of such examination filed with the court, which report shall, among other things, show whether such applicant has previously drawn a mother's pension, and if she has, where, when, for what period, and in what amount or amounts.

SEC. 3. *When allowance shall cease.*—Whenever any child shall reach the age of sixteen years any allowance made to the mother of such child for the benefit of such child shall cease. The county judge may in his discretion, at any time before such child reaches the age of sixteen years, discontinue or modify the allowance to any mother and for her child.

SEC. 4. *Partial relief.*—Should the fund hereinafter provided for and at the disposal of the court for this purpose be sufficient to permit an allowance to only a part of the persons coming within the provisions of this act, the county judge may and shall select those cases in most urgent need of such allowance.

SEC. 5. *To whom law does not apply.*—The provisions of this act shall not apply to any woman who while her husband is imprisoned receives sufficient of his wages to support the child or children.

SEC. 6. *Penalty for fraud.*—Any person or persons attempting to obtain any allowance for a person not entitled thereto, or any attorney who advises or counsels any woman to secure a divorce from her husband for the purpose of securing a mother's pension under the provisions of this act, and makes the pay for his services dependent upon the pension that such mother may receive, and to be paid therefrom, shall be guilty of a misdemeanor and upon conviction be punished by a fine of not less than twenty-five dollars nor more than one hundred dollars or by imprisonment in the county jail for a period not exceeding thirty days or by both such fine and imprisonment.

SEC. 7. *Motion to set aside allowance.*—In each case where an allowance is made to any woman under the provisions of this act an entry to that effect shall be entered upon the records of the county court making such allowance and any citizen of the county may at any time file a motion to set aside or vacate or modify such judgment and on such motion and upon such notice as the county judge shall deem proper the said court shall hear evidence and may make a new order sustaining the allowance, modify or vacate the same, and an appeal may be taken from such order to the circuit court or supreme court as in civil actions.

If the judgment be not appealed from or if the appeal be not prosecuted and the judgment of the county court be sustained or affirmed, the person filing such motion shall pay all the costs incident to the hearing on such motion. Such motion may be renewed from time to time but not oftener than once in any calendar year.

SEC. 8. *County commissioners to levy tax.*—It is hereby made the duty of the county commissioners to provide out of the moneys in the county treasury such sum each year as will meet the requirements of the county court and will pay the allowance made by said court as herein provided, and to provide such moneys. The said county commissioners shall levy a tax not to exceed one-sixth

of a mill on the valuation of taxable property of the county. The county auditor shall issue the warrants to pay such allowances upon the order of the judge of the county court and the county treasurer shall pay the same. It is specifically provided that the provisions of this act shall not apply to mothers' pensions that are now being paid and the same shall remain in force during the time for which they were granted, notwithstanding the provisions of this act.

SEC. 9. *Repeal.*—Chapter 275 of the Session Laws of 1913 and Chapter 251 of the Session Laws of 1915 are hereby repealed.

Approved February 10, 1917. Amendment approved February 19, 1919.

TENNESSEE.

[Laws 1915, ch. 32.]

An Act To provide for payment by counties having juvenile courts of money for the partial support of poor women whose husbands are dead, or are so disabled, mentally or physically, as to be unable to aid in the support of the family, and who are mothers of children under sixteen years of age; to prescribe the qualification and conditions for receiving such support; to provide penalties for fraudulently procuring or attempting to procure such support and the mode of setting aside a judgment for such allowance for support; and to confer upon said juvenile courts jurisdiction over such children. This act shall apply to any county having a juvenile court or may hereafter establish one.

Be it enacted by the General Assembly of the State of Tennessee: SECTION 1. *Allowance to poor mothers.*—That in every county in which a juvenile court is now being held or may hereafter be held the county court shall have the right and authority to provide out of the general fund in the county treasury an amount sufficient to meet the purposes of this law, but not exceeding in any one year the sum of four thousand (\$4,000) dollars for the partial support of women whose husbands are dead, or are so disabled, mentally or physically, as to be unable to aid in the support of the family, when such women are poor and are mothers of children under the age of sixteen years and such mothers are [and] children reside in such counties, and otherwise come within the provisions of this act. This act shall apply to any county having a juvenile court or [which] may hereafter establish one.

SEC. 2. *Amount of allowance.*—*Be it further enacted,* That the allowance to each of such women shall not exceed ten (\$10.00) dollars a month when she has but one child under the age of sixteen (16) years and if she has more than one child under the age of sixteen years it shall not exceed the sum of ten (\$10.00) dollars a month for the first child and five (\$5.00) dollars a month for each of the other children under the age of sixteen years.

SEC. 3. *Conditions of allowance.*—*Be it further enacted,* That such allowance shall be made by order of the juvenile court and only upon the following conditions:

(1) The child or children for whose benefit the allowance is made must be living with the mother of such child or children.

(2) The allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and when by means of such allowance she will be able to remain at home with her children.

(3) The mother must, in the judgment of the juvenile court, be a proper person morally, physically, and mentally for the bringing up of her children.

(4) Such allowance shall, in the judgment of the court, be necessary to save the child or children from neglect.

(5) No person shall receive the benefit of this act who shall not have been a resident of the State for two years and of the county in which application is made for one year before the making of such application for such allowance, and upon removal from the county such allowance shall cease.

SEC. 4: *When allowance shall cease.*—*Be it further enacted,* That whenever any child shall reach the age of sixteen years any allowance made to the

mother of such child for the benefit of such child shall cease. The juvenile court may, in its discretion, at any time before such child reaches the age of sixteen years, discontinue or modify the allowance to any mother and for any child.

SEC. 5. *Partial relief.*—*Be it further enacted*, That should the fund herein authorized be insufficient to permit an allowance to only a part of the persons coming within the provisions of this law, the juvenile court shall select those cases in most urgent need of such allowance.

SEC. 6. *To whom law shall apply.*—*Be it further enacted*, That the provisions of this law shall apply to any woman whose husband is dead or is so disabled, mentally or physically, as to be unable to aid in the support of the family.

SEC. 7. *Penalty for fraud.*—*Be it further enacted*, That any person fraudulently procuring or attempting to procure any allowance for a person not entitled thereto shall be deemed guilty of a misdemeanor and on conviction thereof shall be punished by a fine of not less than \$10 nor more than \$25, or by imprisonment in the county jail for a period of not more than one year, or by both fine and imprisonment.

SEC. 8. *Motion to set aside allowance.*—*Be it further enacted*, That in each case where an allowance is made to any woman under the provisions of this act, a judgment entry to that effect shall be entered upon the records of the juvenile court making such allowance, and it shall be the right of any tax-paying citizen at any time to file a motion to set aside such judgment; and on motion the juvenile court, or the court to which such motion may be taken on a change of venue, shall hear [hear] evidence, either with or without a jury, as either side may demand, and may make a new order granting or refusing such allowance, and from such order so made an appeal shall lie as in ordinary civil cases. If the judgment making such allowance is not [?] appealed from and is affirmed on appeal, the person filing such motion shall pay all of the costs of such motion and proceedings, subsequent thereto. Such motion may be renewed from time to time, but not oftener than once in any calendar year.

SEC. 9. *Jurisdiction.*—*Be it further enacted*, That the juvenile court shall have jurisdiction over the person of a child, for whose benefit allowance is made to its mother under the provisions of this act, as long as said allowance continues.

SEC. 10. *Be it further enacted*, That this act take effect from and after its passage, the public welfare requiring it.

Approved March 26, 1915.

The above act was limited in its application to the counties in which juvenile courts were established or might thereafter be established and was therefore in operation in only a few counties of the State. The following act adopted in 1919 while general in its terms has been held by the Attorney General of the State to be supplementary to the 1915 law applying to counties in which no "juvenile courts" have been established by the county courts.¹

[Laws 1919, ch. 119.]

An Act To authorize the county courts to provide for the assistance and support of indigent women whose husbands are dead or are inmates of the Tennessee State Penitentiary, or Asylum, or who have a child, or children, dependent for support wholly or partly upon their labor, and conferring jurisdiction thereof upon county courts.

Be it enacted by the General Assembly of the State of Tennessee: SECTION 1. Allowance to poor mothers.—That the county courts of each county shall have

¹ Letter from Wm. H. Swiggart, jr., Assistant Attorney General of Tennessee, August 1, 1919.

the court, the court shall proceed to investigate and shall make such allowances only upon hereinbefore mentioned conditions.

SEC. 8. *Penalty for fraud.*—*Be it further enacted*, That any person or persons fraudulently attempting to obtain a pension for a person not entitled thereto shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not less than five dollars (\$5) nor more than fifty dollars (\$50) or by imprisonment for a period of not to exceed thirty days (30), said imprisonment in discretion of the county court.

SEC. 9. *Repeal.*—*Be it further enacted*, That all laws and parts of laws in conflict with this act are hereby repealed.

SEC. 10. *Be it further enacted*, That this act take effect from and after its passage, the public welfare requiring it.

Approved April 11, 1919.

TEXAS.

[Laws 1917, ch. 120.]

An Act Providing for the payment by any county of the State of Texas of a monthly allowance to indigent, widowed mothers for the partial support of their children in their own homes, and declaring an emergency.

Be it enacted by the Legislature of the State of Texas: SECTION 1. *County commissioners to aid widows.*—Any widow who is the mother of a child or children under the age of sixteen years and who is unable to support them and to maintain her home, may present a petition for assistance to the board of county commissioners of the county wherein she resides.

SEC. 2. *Petition.*—Such petition shall be verified and shall set forth the following:

(a) Her name, the date of the death of her husband, the names of her children, and the dates and places of their birth and the time and place of her marriage.

(b) Her residence and the length of time that she has been a resident of the State, the length of time she has lived at said residence and the address or addresses of her place or places of abode for the previous five years, and the date, as near as possible, when she moved in and when she left said place or places of residence.

(c) A statement of all property belonging to her and to each of her children, which statement shall include any future or contingent interest which she or any of them may have.

(d) A statement of the efforts made by her to support her children.

(e) The name, relationships and addresses of all her and her husband's relatives, that may be known.

(f) The names, sex, and age of each of her children, giving date and place of birth of same.

SEC. 3. *Notice.*—A copy of the petition provided for in section two hereof and a notice of the time and place when it will be presented to the board of county commissioners must be served on or mailed to the county judge as chairman of the board at least five days before the time the board shall be requested in said petition to meet and consider the same.

SEC. 4. *Hearing.*—Upon the return of the petition and notice the board of county commissioners shall examine under oath all who desire to be heard: *Provided, however,* That the board may, in its discretion, issue subpoenas for the attendance of witnesses and adjourn the hearing from day to day: *And provided, however,* That the board may refer said matter to a commissioner to be appointed by the board to hear such witnesses. Said commissioner shall make a report to the board setting forth the facts as proven before him.

SEC. 5. *Amount of allowance.*—If, upon the completion of the examination provided for under section four hereof, the board concludes that, unless relief is granted, the mother will be unable to properly support and educate her children, and that they may become a public charge, it may make an order directing that there shall be paid to the mother, monthly, out of the county funds, the following amounts, for the maintenance and support of the children under sixteen years old; not more than \$12 for one such child; \$18 for two children;

and \$4 per month additional for each additional child; and it is provided further that said allowance or relief shall be discontinued after said child or any of said children as mentioned in section one of this act has reached the age of sixteen years.

SEC. 6. *Supervision.*—It shall be the duty of the board of county commissioners to see that any widow receiving an allowance as provided under this act is properly caring for her children, that they are sufficiently clothed and fed, and when it is found that she is not properly caring for her child or children, or that she is an improper guardian for such child or children, or when the board shall find that she no longer needs such support as is afforded by said allowance, the board shall thereupon revoke or cancel any order made pursuant to this act, at any time with or without notice, and in lieu thereof make any order that in the judgment of the board may protect the welfare of the child or children.

SEC. 7. *Action of commissioners' court final.*—*Provided*, That the commissioners' court shall have the right to refuse any and all applications for allowance under this act, and their action in so doing shall be final and not subject to review by any court.

SEC. 8. *Residential requirement.*—*Provided*, That no person shall be entitled to receive allowances under the terms of this act until after they have been a bona fide resident of the State of Texas for five years and the county in which they make their application for at least two years.

SEC. 9. *Emergency clause.*—The fact that many widowed mothers of the State are without sufficient means of support for themselves and their children, creates an emergency and an imperative public necessity requiring that the constitutional rule, which provides that bills should be read on three several days shall be suspended, and said rule is suspended, and this act shall take effect and be in force from and after its passage, and it is so enacted.

Approved March 29, 1917.

UTAH.

[Laws 1919. ch. 77.¹]

Be it enacted by the Legislature of the State of Utah: SECTION 1. *Sections amended.*—That sections 3960, 3961, 3962, 3963, 3964, 3965, 3967, 3968, Compiled Laws of Utah, 1917, be and the same are hereby amended to read as follows:

SEC. 3960. *Duties of commissioners—Funds.*—It shall be the duty of the county commissioners of each county in the State, and they are hereby authorized and empowered to provide, annually, funds in an amount sufficient to meet the purpose of this law, but not exceeding in any one year the sum of \$10,000; *Provided*, That in the counties containing a population of 100,000 or more the amount of such funds shall be \$20,000, annually, such funds to be expended for the partial support of widowed mothers who are dependent upon their own efforts for the maintenance of their children. No part of the funds above provided for shall be expended for administration or purposes other than the partial support of widowed mothers.

SEC. 3961. *Amount of allowance.*—The allowance to each of such dependent widowed mothers shall not exceed \$40 a month, whether she has but one child or more than one child under the age of sixteen years; the amount and manner and time of payment shall be determined by the board of county commissioners.

SEC. 3962. *Condition of allowance.*—Such allowance shall be made by the county commissioners only upon the following conditions:

1. The child or children for whose benefit the allowance is made must be living with the mother of such child or children.

2. The allowance shall be made only when in the absence of such allowance, a widowed mother would be required to work regularly away from her home and children, and when by means of such allowance she will be able to remain at home with her children.

3. The widowed mother must, in the judgment of the county commissioners, be a proper person morally, physically, and mentally for the bringing up of her children.

4. Such allowance shall, in the judgment of the county commissioners, be necessary to save the child or children from neglect.

5. No person shall receive the benefit of this act who shall not have been a resident of the county in which such application is made for at least two years next before the making of such application.

¹ The law as originally passed in 1913 (Laws 1913, chap. 90) empowered the county commissioners of each county to provide not exceeding \$10,000 annually "for the partial support of mothers who are dependent upon their own efforts for the maintenance of their children," such aid to be granted by the county commissioners except in Salt Lake County where the juvenile court was given jurisdiction. The aid given was not to exceed \$10 for one child and \$5 a month for each additional child under 15 years of age. An amendment adopted in 1915 (Laws 1915, chap. 21) increased the amount available for Salt Lake County to \$20,000 a year. The amendment passed in 1919, practically a new law, limited the aid to widowed mothers, fixed a limit of \$40 for any one family while removing the limit per child, and transferred the power to grant allowances from the juvenile court to the county commissioners in Salt Lake County. The age of the children who might be aided was raised to 16 years and monthly reports from the mother were required.

6. No person shall receive the benefit of this act who has received support from public funds, within one year, before taking up her residence in the county in which such application is made.

7. If, at the date of her application or at any time thereafter there is living with any applicant, as a member of her household, or otherwise, any of her children of sixteen years of age or any person or persons, not of the immediate family of such applicant; and such child or persons are not contributing their proportionate individual share of such household expense, the county commissioners shall not for and during such time, grant nor render to such applicant any assistance hereunder.

8. The county commissioners shall not give assistance under the provisions of this act unless monthly accounts are rendered to the county commissioners by applicant, which accounts shall be so rendered before further assistance is given, and the county commissioners shall decide as to the sufficiency of these reports and may require more complete [!] to the applicant.

SEC. 3963. *When allowance shall cease.*—Whenever any child shall reach the age of sixteen years, any allowance made the widowed mother of such child for the benefit of such child shall cease. The county commissioners may, in their discretion, at any time before such child reaches the age of sixteen years, discontinue or modify the allowance to any widowed mother and for any child.

SEC. 3964. *Partial relief.*—Should the fund herein authorized be sufficient to permit an allowance to only a part of the persons coming within the provisions of this law, the county commissioners shall select those cases in most urgent need of such allowance.

SEC. 3965. *To whom law does not apply.*—The provisions of this law shall not apply to any widowed mother who is not dependent upon her own efforts for the maintenance of her children.

SEC. 3966. *Penalty for fraud.*—Any person procuring, or attempting to procure, an allowance for a person not entitled thereto, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished as now provided by law for punishment in case of misdemeanors.

SEC. 3967. *Motion to set aside allowance.*—In each case where allowance is made to any widowed mother under the provisions of this act, an order to that effect shall be entered upon the records of the county commissioners making such allowance and it shall be the right of any taxpaying citizen at any time to file a motion to set aside, or modify such allowance; and on such motion the county commissioners shall hear evidence and make a new order granting or refusing or modifying such allowance.

SEC. 3968. *Appeal.*—In each case where an allowance is made or refused to any widowed mother, under the provision of this act, by the county commissioners, an appeal may be taken from such decision by any taxpaying citizen; such appeal shall be subject to the same provision of law as in the case of appeal from justice courts.

SECTION 2. *Unused funds.*—Whenever any portion of the fund set aside in accordance with this act remains unused at the expiration of any one year, the amount so unused shall be returned to the general county funds for general county purposes.

SECTION 3. *Exemption from attachment.*—All moneys given any person under the provision of this act shall be exempt from attachment and execution.

SECTION 4. *Widowed mother defined.*—The words "widowed mothers" as used in this act shall be construed to include only those mothers widowed by death.

Approved March 13, 1919. In effect May 12, 1919.

In the case of *D. & R. G. R. Co. v. Grand County*, 170 Pacific Reporter, p. 74, the Supreme Court of Utah (Dec. 21, 1917) upheld the constitutionality of the mothers' pension law adopted in 1913 on grounds which apply also to the amended act of 1919. The case called into question the power of the legislature to devolve upon the county commissioners the right to levy taxes necessary to carry out the provisions of the law, the railroad contending that this was not a "public purpose" for which a tax might lawfully be assessed. In the decision of the court sustaining the act Judge Gideon said:

"It will be conceded, we take it, that the proper rearing and bringing up of children, their education, their moral welfare, can all be subserved better by giving to such children the companionship, control, and management of their mothers than by any other system devised by human ingenuity. The object of the act is to provide means whereby mothers who are otherwise unable may be enabled to give such attention and care to their children of tender years as their health, education, and comfort require. The act further provides that no such money shall be appropriated or given unless the mother is a fit person morally and physically to be intrusted with the rearing of young children, and that only during the years when the children are unable to determine right from wrong or to earn a livelihood. The act having for its object the better care for the training, mental and physical, of children who are to become citizens of the State, would at least leave the constitutionality of such act doubtful, and it is the duty of courts in determining the constitutionality of any act to resolve every doubt in favor of its constitutionality. We are not prepared to hold that the act, in effect, does not define and declare a policy of the State, nor that it is not within the province of the legislature to so define and declare a State policy. Having in mind the public welfare by assisting in surrounding children of tender years with home associations, with the care and nurture of their natural protector, the mother, the legislature, by this act, has determined that to be a policy of the State. Such being the object of the act, this court would not be justified in declaring the act invalid and that the funds so used are not used for a public purpose."

VERMONT.

[Laws 1917, No. 244.]

An Act To establish a board of charities and probation, to amend certain sections, relating to probation; and to amend certain sections of the juvenile court act and to abolish the probation commission.

It is hereby enacted by the General Assembly of the State of Vermont: SECTION 1. *State board of charities and probation created.*—A board is hereby created to be known as the board of charities and probation, consisting of five members, at least one of whom shall be a woman, to be appointed by the governor, one of whom shall be designated by the governor as chairman. Each member of the board shall hold office for five years except that when the board is first constituted the members shall be appointed for terms ending on the thirty-first day of January in the years 1918, 1919, 1920, 1921, and 1922, respectively. Thereafter in January of each year the governor shall appoint and commission a member of such board for the full term of five years commencing on the first day of February in the year of such appointment.

SEC. 2. *Expenses.*—The members of the board shall serve without compensation but their necessary expenses when away from home on official business shall be paid by the State.

SEC. 3. *Secretary.*—The board with the approval of the governor shall appoint and may remove a secretary and fix his salary, which together with his necessary expenses, while away from home on official business, shall be paid by the State on vouchers approved by the board.

SEC. 5. The secretary shall be the executive officer of the board, and shall devote his entire time to his duties.

SEC. 7. *Powers of board.*—The board shall have supervision and control of such dependent, neglected and such delinquent children as it may take under its care and such as shall be committed to it by the juvenile courts, shall receive and disburse all funds which shall be given to it for charitable purposes, and shall aid and assist in such charitable work as in its judgment will best promote the general good of the State. It shall investigate and make report to the governor as to all public charities. It shall in each even year make a report to the governor of its acts.

SEC. 8. *Petition.*—Section 3 of No. 92 of the Acts of 1915 is hereby amended so as to read as follows: A person who has knowledge of a child in his county who appears to be either dependent, neglected, or delinquent, may file with a court in such county a petition in writing, setting forth the facts, verified by oath. It shall be sufficient that the facts stated in such petition are upon information and belief. A member or secretary of the board of charities and probation may file such petition in such a court in any county in this State.

SEC. 9. *Order of court.*—Section 6 of No. 92 of the Acts of 1915 is hereby amended so as to read as follows: When a child is found to be dependent or neglected within the meaning of this chapter, the court may make an order committing the child to the care of the board of charities and probation, or to some suitable State institution or to the care of some reputable citizen of good moral character who is willing to receive the same without charge, or to the care of some association willing to receive him, embracing in its objects the purpose of

caring for or obtaining homes for dependent or neglected children, or commit the child to the care and custody of the State probation officer under such conditions as may be specified in the order of the court.

SEC. 10. *Guardianship of dependent children.*—Section 7 of No. 92 of the Acts of 1915 is hereby amended so as to read as follows: If the court awards a child to the care of the board of charities and probation or an association or individual in accordance with the provisions of this chapter, the child shall, unless otherwise ordered, become a ward and be subject to the guardianship of the board, association, or individual to whose care he is committed. Such board, association, or individual shall have authority to place said child in a family home or an institution or a hospital, and may be made a party to proceedings for the legal adoption of the child, and may, by its or his attorney or agent, appear in any court when such proceedings are pending and assent to an adoption, and such assent shall be sufficient to authorize the court to enter the proper order or decree of adoption.

SEC. 14. *Medical aid.*—If a child adjudged to be dependent or neglected or delinquent requires medical or surgical treatment, such child may be sent by the board to some hospital, institution, or home for such treatment.

SEC. 15. *Duties of overseers of poor.*—It shall be the duty of the overseer of the poor in each town to report to the board of charities and probation all cases of dependent, neglected, or delinquent children.

SEC. 17. *Aid to poor mothers.*—If upon investigation of the case of a child of a widowed or deserted mother it is found that the child can remain with such mother only if she is aided in his care, and if it should appear that it is desirable that the family be maintained and that the mother is a proper person to have the care of such child and that it would be for the benefit of the child that it should remain with the mother, then the board may pay a limited amount to the mother, not to exceed two dollars per week, for the maintenance of the child, one-half of the same to be paid by the town and one-half by the board.

Approved April 11, 1917.

VIRGINIA.

[Laws 1918, ch. 80.]

An Act Providing that any county or city of this State may pay a monthly allowance to indigent, widowed mothers for the partial support of their children in their own homes.

Be it enacted by the General Assembly of Virginia: SECTION 1. *Aid to widowed mothers.*—That any widow who is the mother of a child or children under the age of sixteen years, and who is unable to support them and to maintain her home, may present a petition for assistance to the board of supervisors of the county or to the council or other governing body of the city wherein she resides. Such petition shall be verified and shall set forth the following:

(a) Her name, the date of the death of her husband, the names of her children, and the dates and places of their birth, and the time and place of her marriage.

(b) Her residence and the length of time that she has been a resident of the State, the length of time she has lived at said residence, and the address or addresses of her place or places of abode for the previous five years, and the date, as near as possible, when she moved in and when she left said place or places of residence.

(c) A statement of all the property belonging to her and to each of her children, which statement shall include any future or contingent interest which she or any of them may have.

(d) A statement of the efforts made by her to support her children.

(e) The name, relationships, and addresses of all of her husband's relatives, that may be known.

(f) The names, sex, and age of each of her children, giving date and place of birth of same.

SEC. 2. *Petition—Hearing.*—A copy of the petition provided for as above and a notice of the time and place when it will be presented to the board of supervisors of the county or the council or other governing body of the city, as the case may be, must be served on or mailed to the clerk of the board, council, or other governing body at least five days before the time said petition is to be considered. Upon the return of the petition and notice all persons desiring to be heard shall be examined under oath, and subpoenas may be issued for the attendance of witnesses and the hearing may be adjourned from day to day; and the matter may be referred to a commissioner or a committee to be appointed to hear such witnesses. Said commissioners or committee shall make a report setting forth the facts proven.

SEC. 3. *Amount of allowance.*—If, upon the completion of the examination provided for under section two hereof, it is apparent that, unless relief is granted, the mother will be unable to properly support and educate her children, and that they may become a public charge, an order may be made or an ordinance or resolution adopted directing that there shall be paid to the mother, monthly, out of the county or city funds, the following amounts, for the maintenance and support of the children under sixteen years old; not more than twelve dollars for one such child; eighteen dollars for two children; and

four dollars per month additional for each additional child; and it is provided further that said allowance or relief shall be discontinued after said child or any of said children as mentioned in section one of this act has reached the age of sixteen years; the mother remarries, or other cause rendering the assistance here provided unnecessary.

SEC. 4. *Supervision.*—It shall be the duty of the attorney for the Commonwealth of such county or city to see that any widow receiving an allowance as provided under this act is properly caring for her children; that they are sufficiently clothed and fed; and when it is found that she is not properly caring for her child or children, or that she is an improper guardian for such child or children, or that she no longer needs such support as is afforded by said allowance, the said order, ordinance, or resolution shall be revoked or repealed, and any order made pursuant to this act shall be canceled at any time with or without notice, and in lieu thereof any other order, ordinance, or resolution that may protect the welfare of the child or children may be made or adopted. All refusals of applications for allowance under this act shall be final and not subject to review by any court.

SEC. 5. *Residence.*—No widow shall be entitled to receive allowances under the terms of this act unless she has been a bona fide resident of the State of Virginia for three years, and the county or city in which she makes her application for at least two years.

Approved February 28, 1918.

WASHINGTON.

[Laws 1915, ch. 135,¹ as amended by Laws 1919, ch. 103.²]

AN ACT Relating to the support of mothers, who by reason of destitution, insufficient property or income, or lack of earning capacity, are unable to support their children under the age of fifteen years.

Be it enacted by the legislature of the State of Washington: **SECTION 1. County aid to mothers.**—In every county it shall be the duty of the county commissioners to provide out of the moneys of the county treasury an amount sufficient to meet the purposes of this law for the support of mothers who, by reason of destitution, insufficient property or income, or lack of earning capacity, are unable to support their children under the age of fifteen years.

SEC. 2. Amount of allowance.—The allowance to such mother shall not exceed fifteen (\$15) dollars per month when she has but one child under the age of 15 years, and if she has more than one child under the age of 15 years, it shall not exceed the sum of fifteen dollars per month for the first child, and five dollars per month for each of the other children under the age of 15 years.

SEC. 3. Juvenile court to make allowance—Conditions.—Such allowance shall be made by the juvenile court in the counties where such court is held and elsewhere by the superior court, and only upon the following conditions: (1) The child or children for whose benefit the allowance is made must be living with the mother of such child or children; (2) when by means of such allowance the mother will be able to maintain a home for her child or children; (3) the mother must in the judgment of the court be a proper person morally, physically, and mentally, for the bringing up of her children; (4) no person shall receive the benefit of this act who shall not have been a resident of the State for three (3) years and of the county in which such application is made for at least one year next before the making of such application for such allowance.

SEC. 4. When allowance shall cease.—Whenever any child shall reach the age of 15 years any allowance made to the mother of such child for the benefit of such child shall cease. The court may in its discretion at any time before such child reaches the age of 15 years, discontinue or modify the allowance to any mother and for any child.

SEC. 5. Penalty for fraud.—Any person procuring fraudulently any allowance for a person, not entitled thereto, shall be deemed guilty of a gross misdemeanor.

¹ Repealed laws 1913, ch. 179 but the only changes made were to exclude abandoned mothers from the benefits of the act and to raise the residential requirement from one to three years. In re Snyder, Supreme Court of Washington, Sept. 26, 1916 (160 Pacific Reporter, 12) an attempt was made to have the 1915 act set aside in favor of the earlier law on the ground of inequality of privileges granted to citizens, but the State Supreme Court declared the act valid, holding that the scheme to be adopted for caring for the indigent and poor was wholly within the discretion of the Legislature and that no one could acquire a vested right to a pension since the granting of pensions to mothers was a matter of largess or bounty. On an appeal to the Supreme Court of the United States the decision of the State court was sustained (39 Supreme Court Reporter, 67).

² An attempt was made in 1919 to transfer the administration of the aid from the juvenile court to the school authorities and also to eliminate discrimination between classes of dependent children. As a compromise the legislature amended section 1 to cover all needy mothers, thereby practically going back to the 1913 act, but without the limitation of one year in cases of desertion.

SEC. 6. Court proceedings—Payment of warrants.—In each case where an allowance is made to any woman under the provisions of this act, an order to that effect shall be entered upon the records of the court, making such allowance. Proceedings to obtain the benefit of this act shall be instituted and maintained in the same manner as proceedings are instituted and maintained in the juvenile court, and the prosecuting attorney shall render all necessary assistance to applicants under this act and shall appear in every such proceeding and through the probation officer, the charity commissioner or any person having knowledge of the facts, shall carefully investigate the merits of every application to the end that this act may be fairly administered and no person granted relief hereunder except those justly entitled thereto, and no officer of the court or county officer shall receive any fees for any service rendered in carrying out the provisions of this act. A certified copy of said order shall be filed with the county auditor of the county in which such child's mother is resident, and thereupon and thereafter and so long as such order remains in force and unmodified it shall be the duty of the county auditor each month to draw his warrant on the current expense fund of the county in favor of the mother for the amount specified in such order, which warrant shall be by the auditor delivered to the mother upon her executing duplicate receipts therefor, one to be retained by the auditor and the other to be filed by the clerk with the other records in the proceedings relating to such child or children. It shall be the duty of the county treasurer to pay such warrant out of funds in the current expense fund of the county.

SEC. 7. Repeal.—That sections 8385-1, 8385-2, 8385-3, 8385-4, 8385-5, and 8385-6 of Remington & Ballinger's Annotated Codes and Statutes of Washington be, and the same are hereby, repealed.

Approved March 17, 1915. Amendment approved March 13, 1919.

The following sections from the juvenile court act relating to the method of instituting and maintaining proceedings in the juvenile court are made applicable by section 6 of the above act:

[Laws 1913, ch. 160.]

SEC. 5. Petition.—Any person may file with the clerk of the superior court a petition showing that there is within the county, or residing within the county, a dependent or delinquent child and praying that the superior court deal with such child as provided in this act: *Provided*, That in counties having paid probation officers, such officers shall, as far as possible, first determine if such petition is reasonably justifiable. Such petition shall be verified and shall contain a statement of facts constituting such dependency or delinquency, as defined in section 1 of this act, and the names and residence, if known to the petitioner, of the parents, guardian, or custodian of such dependent or delinquent child. There shall be no fee for filing such petitions.

SEC. 6. Summons.—Upon the filing of an information, or the petition, the clerk of the court shall issue a summons requiring the person having custody or control of the child, or with whom the child may be, to appear with the child at a place and time stated in the summons, which time shall not be less than twenty-four hours after service. The parents of the child, if living, and their residence is known, or its legal guardian, if there be one or if there is neither parent nor guardian, or if his or her residence is not known, then some relative, if there be one, and his residence is known, shall be notified of the proceedings; and in any case the judge shall appoint some suitable person or association to act in behalf of the child. * * * On return of the summons or other process, or as soon thereafter as may be, the court shall proceed to hear and dispose of the case in summary manner. * * *

WEST VIRGINIA.

[Laws 1917, ch. 46.¹]

An Act To provide for the partial support of mothers whose husbands are dead, or have become permanently incapacitated for work by reason of physical or mental infirmity, or confined in some West Virginia State institution, or a woman who is the mother of two or more children, and has become abandoned, when such mothers have children under thirteen years of age, and a citizen of the United States and residents of this State for five years previous to the time at which application for relief is made, and a bona fide resident of the county for three years in which the application was filed.

Be it enacted by the Legislature of West Virginia: SECTION 1. *Jurisdiction.*—The county court in the several counties in the State shall have original jurisdiction in all cases coming within the terms of this act.

SEC. 2. *Application for relief.*—A woman whose husband is dead, or whose husband has become permanently incapacitated for work by reason of physical or mental infirmity, or confined in some West Virginia State institution, or who has been abandoned, or a woman who is the mother of two or more children under the age of thirteen years, may file an application for relief under this act: *Provided*, Such mother is a citizen of the United States of America and has had a previous residence for five years in this State and has had a bona fide residence in the county in which such application is made for a period of three years.

SEC. 3. *Official investigation and report.*—Whenever an application for relief is filed, the home of the applicant shall be visited by a member of the court having jurisdiction of the matter, and the facts set forth in such application shall be investigated by such member under the direction of the court, and a report and recommendation of the approval or disapproval of such application shall be made in writing by such member of the court without any unnecessary delay.

SEC. 4. *Petition.*—After the investigation of such application for relief by a member of the court, and filing of a report and recommendation thereon, such member of the court, or any reputable person of said county, may file with the clerk of said court a petition in writing, duly verified, setting forth such facts as are necessary under this act to give said court jurisdiction of the parties and of the subject matter, and such other facts, which are found by the court to be true, shall be the basis upon which the order of relief is entered; which application shall make the mother of such children and the county court parties respondent to such application.

SEC. 5. *Summons.*—Upon the filing of such application, a summons shall issue, returnable not less than three days nor more than ten days after the date thereof, commanding the respondents named in such application to appear at a place and time in such summons on the return day thereof.

SEC. 6. *Service.*—Service of summons shall be made in the manner as provided for the service of a summons as in other matters in which the county court has jurisdiction. The clerk of the county court shall perform any duties

¹ Supersedes Laws 1915, ch. 90, which had authorized overseers of the poor to give assistance to needy mothers of children under 14 years, the amount not to exceed \$10 per month for one child and \$5 for each additional child with a limit of \$25 for any family.

the court of the county in which the application is made shall be the same as in the case of a writ of habeas corpus under this act, and the court shall have the right to issue an alias writ if the first writ is returned without effect.

The court shall not be required to exercise on or after the return of the writ the duty of issuing an alias writ if the first writ is returned without effect by the court.

Sec. 11. Appearance by a representative.—The filing of a written appearance by a representative of the applicant is sufficient in such respects as necessary. The court shall not be required to issue the return day of the summons if the applicant is present at the court with the formality of the writ, and if the court is satisfied that the representative have either been authorized by the applicant or that written appearance in said cause.

Sec. 12. Hearing and order.—Upon the hearing of the application the court shall advise the applicant in the presence of the applicant, and if the applicant is to be true, may make an order for the payment of such sum as the court may deem proper for the application is made, and the court shall order the applicant to properly care for the children, and shall order the applicant to pay the amount hereinafter fixed, and shall order the applicant to provide for the payment thereof, and shall order the applicant to pay the amount so specified in said order, and shall order the applicant to pay the further order of the court, and shall order the applicant to pay the order drawn by the court on the amount of the county fund.

Sec. 13. Amount of relief.—The allowance made to such mother shall be not less than five dollars per month when such mother has but two children under the age of five years, and if she has more than two children under the age of five years, shall not exceed five dollars per month for each additional child under the age of five years. In no event shall the relief granted upon each application exceed the sum of twenty-five dollars per month.

Sec. 14. Conditions of relief.—Such relief shall be granted by said court upon the following conditions only: (1) the children for whose benefit the relief is granted must be living with such mother; (2) the court must find that it is for the welfare of such children to remain at home with the mother; (3) the relief shall be granted only when in the absence of such relief the mother would be required to work regularly away from her home and children, and when by means of such relief she will be able to remain at home, except she may be absent at work a definite number of days each week, to be specified in the court's order when such work can be done without the sacrifice of health or the neglect of home and children; (4) such mother must, in the judgment of the court, be a proper person physically, mentally, and morally to bring up her children; (5) the relief granted shall, in the judgment of the court, be necessary to save the children from neglect; (6) a mother shall not receive such relief who is the owner of real estate, or personal property other than the household goods, or receives benefits from the workmen's compensation fund; (7) a mother shall not receive such relief who is not a citizen of the United States, and who has not resided in the State of West Virginia at least five years next preceding the filing of such application, and who has not been a *bona fide* resident of the county in which such application is made, for a period of two years next preceding the filing of such application; (8) a mother shall not receive such relief if her children have relatives who contribute to their support an amount equal to what might be allowed under this act; (9) a mother shall not receive such relief if she harbors or permits to remain at her home any

adult person not a member of her family; (10) satisfactory reports must be given by the teacher in the district school stating that the children of the recipient of this fund are attending school: *Provided*, They are of proper age and physically able to do so.

SEC. 12. *Relief for children between thirteen and sixteen years.*—Whenever any child shall arrive at the age of thirteen years, any relief granted to the mother for such child shall cease: *Provided*, If a child of thirteen years of age be ill or incapacitated for work, the mother shall receive funds for his or her care during such illness or incapacity for work until such child is sixteen years of age, not to exceed, however, the amount hereinbefore provided, and the court may, in its discretion, at any time before such child reaches the age of sixteen years, modify or vacate the order granting relief to any mother for any child.

SEC. 13. *Repeal.*—All acts and parts of acts inconsistent herewith are hereby repealed.

Became a law May 24, 1917.

143973°—19—15

WISCONSIN.

[Wisconsin Statutes 1917, pp. 481-2, as amended by Laws 1919, chs. 251 and 308.¹]

SECTION 573f. 1. *Petition to court for aid.*—If any person shall have knowledge that any child is dependent upon the public for proper support or that the interests of the public requires that such child be granted aid, such person may bring any such fact to the notice of a judge of a juvenile court or of a county court of the county in which such child resides.

2. *Investigation—County boards of child welfare.*—The said judge may make or cause to be made such investigation and examination before the granting of aid for such child as he may deem necessary. To assist in making investigations and examinations the judge of the juvenile court or of the county court may on July 1, 1917, appoint a board of child welfare for his county to consist of three members, who shall hold office at the pleasure of the judge making the appointment. No salary or wages shall be paid to the members of said committee, but they shall be reimbursed their actual and necessary expenses incurred in the performance of their duties, such expenses to be approved by the appointing judge and to be audited and paid by the county as other claims against such county are audited and paid. Such board shall advise and consult with the judge regarding the best method of investigating cases under the provisions of this section; establish a basis of household expenses to compute the amount of aid to be extended to needy families; help needy mothers to expend aid granted economically, and advise them how to keep accounts of expenses; recommend discontinuance and reductions in aid and generally to act, consult, and confer with each other and the court relative to any and all problems relating to families to be aided and as to the best methods of carrying out the provisions of this section economically and efficiently.

3. *Proceedings.*—The proceedings provided for by this section may include one or more children, all of whom may be named in the same notice, and order of the judge thereon.

4. *Court to fix allowance or commit to State school.*—Upon such investigation the judge may, as the best interest of such child requires, grant aid to it

¹ Same as Laws 1915, ch. 637, as amended by Laws 1917, ch. 589, which repealed an earlier law passed in 1913 (Laws 1913, ch. 669). Among the changes made in the 1915 revised law was an increase in the maximum amount of aid from \$12 to \$15 a month for the first child and from \$4 to \$10 for each additional child, with a limit set of \$40 for any one family. The amendment of 1917 increased this limit to \$50 in counties of 300,000 or more population; extended the provisions of the law to divorced mothers and to cover children between 14 and 16 years of age unable to secure work permits; and made more elastic the provisions relating to abandoned mothers. A new section 6a was added requiring monthly reports from all mothers receiving aid. The 1917 amendment further authorized the judge of the juvenile or county court to appoint a county board of child welfare to assist the court in administering the law, in accordance with the recommendations made by the State board of control in its report to the legislature in 1915. (See Nos. 530-531 of List of References.) The Laws of 1919, ch. 308, changes the requirement of "legal residence" to one year in the county.

For the decisions of the State attorney general relating to the provisions of this act see pamphlet issued by the State board of control entitled "Law providing aid to dependent children (mothers' pension law), with the opinions of the attorney general thereon and statement of expenditures, 1918."

or to its parents or to any person having the care and custody of such child, or commit such child to the State public school, or place such child in the home of a relative or friend of the family or in the home of a person interested in public welfare or make such other disposition of such child as he may deem wise.

5. *Conditions of allowance.*—Aid for dependent children shall only be granted upon the following conditions: There must be one or more children living with or dependent upon the mother or grandparents or person having the care and custody of such children, one or more of whom shall be under the age of fourteen or between the ages of fourteen and sixteen and unable to secure a permit to work; the mother or grandparent or such other person must have resided in the county in which application is made for aid for at least one year prior to the date of such application; the mother must be without a husband or the wife of a husband who is incapacitated for gainful work by permanent mental or physical disability, or of a husband who has been sentenced to a penal institution for one year or more, or of a husband who has continuously deserted her for six months or more during which time all provisions of law have been used to enforce support and none has been obtained, or such mother must be divorced from her husband and must show that she has used all provisions of law to compel her former husband to support her and has not been able to do so. Such deserted or divorced woman need not show that she has used all provisions of law to enforce support, if the court shall be of the opinion that such procedure on her part would be of no avail; the mother or grandparents or person having the care and custody of such children must be a fit and proper person to have the custody and care of the dependent children and the period of aid must be likely to continue longer than one year. The ownership by a mother of a homestead shall not prevent the granting of aid under the provisions of this section if the rental thereof would not exceed the rental which a family of the same size as the family of such parent, receiving aid, would be obliged to pay for living quarters.

6. *Amount of allowance.*—The aid granted shall be sufficient to enable the mother, grandparents, or person having the custody of such children to properly care for the children and shall not exceed fifteen dollars per month for the first child, excepting in emergency cases, where the aid to such first child shall be left to the discretion of the court and ten dollars per month for each additional child and in no case shall any one family receive more than forty dollars per month, excepting in counties containing a population of three hundred thousand or over where the maximum for any one family shall not exceed fifty dollars. Such aid shall be the only form of public assistance granted to the family and no aid shall continue longer than one year without reinvestigation.

6a. *Monthly reports.*—The parent or other person receiving aid under the provisions of this section shall file monthly with the judge of the juvenile or county court of the proper county a statement showing the expenditures of all moneys received as aid under the provisions of this section together with the original receipts or vouchers therefor. The judge may require the mother to do such remunerative work as in his judgment she can do without detriment to her health or the neglect of her children or her home, and may prescribe the hours during which the mother may work outside of her home.

7. *County appropriations.*—The county board of each county shall annually appropriate a sum of money sufficient to carry out the provisions of this act. Upon the orders of the judge of the court having jurisdiction, the county treasurer shall pay out the amount ordered to be paid as aid, under the provisions of this section.

8. *Levy on towns and villages.*—The county clerk of each county having a population of one hundred thousand or more shall make a report to the county

board at its annual November meeting, showing in detail the amount of money advanced by the county to the residents of each town, village, and city under the provisions of this section. The county board at such meeting shall determine the amount to be raised and paid by each such town, village, and city to reimburse the county for the money so advanced. Within ten days after such determination the county clerk of each county shall certify to the clerk of and charge to each such town, village, and city the amount so advanced. Each such town, city, and village shall levy a tax sufficient to reimburse the county for such advances to be collected as other taxes and paid into the county treasury. If any town, city, or village shall fail to raise and pay over such money to the county the county board shall have authority to compel such payment.

9. *County treasurer to report to State Board of Control—State aid.*—On the first day of January of each year the county treasurer shall certify under oath, in duplicate, to the Secretary of State and the State board of control the amount paid out by such county during the preceding year for aid under this section, and if the board of control shall approve the same and shall cause its approval to be indorsed by the president and secretary of said board on the certificate received by the Secretary of State, the Secretary of State shall credit one-third of the amount so certified to be due such county on the State taxes next due therefrom, and the State Treasurer shall credit such county with said one-third of such amount in his annual settlement with said county for taxes due the State: *Provided*, That the amount paid by the State to any county in any one year shall not exceed a sum equal to one dollar for each thirty inhabitants thereof. *Provided further*, That if the total amount paid by all the counties under this act as certified by the county treasurers shall exceed the sum appropriated by subsection 13 of section 20.17,¹ the Secretary of State and the State Treasurer shall prorate the said sum among the various counties according to the amount paid out.²

[Forms prepared by State board of control for use of juvenile and county courts.]

PETITION FOR AID.

STATE OF WISCONSIN, } ss.
County of _____
Before Hon. _____ Judge of the _____ Court.
In the matter of _____ }
_____ } Petition.
Alleged _____ Child _____
To the honorable _____, judge of the _____
court of said county:
The undersigned, _____, residing at the _____
of _____ in said county, respectfully represents:
That _____, born _____, 19____,
_____, born _____, 19____,
_____, born _____, 19____,
and _____, born _____, 19____,
_____ child _____ (1)
That said child reside with _____ its (their) _____
_____, (State relationship.)
at No. _____ Street, in the _____ of _____
_____, in said county, and that said _____
_____, (Name persons having custody.)
legal resident of said county (and _____ person of good moral character and
the proper person to have the custody and care of said dependent child _____) (2).
That the mother of said child _____ is (3) _____
That the period for which aid for said child _____ will be required is likely to
continue longer than one year, and that aid is reasonably necessary to save the
said child _____ from neglect or danger to health.
Dated this _____ day of _____, 19____.

Petitioner.

¹ Annual appropriation of \$30,000 (Laws 1917, ch. 14, p. 43).

² The above (sec. 573f) is renumbered 48.33 by Laws of 1919, ch. 614.

STATE OF WISCONSIN, } ss.
----- County. }
-----, being duly sworn, on oath says that affiant is the
petitioner named in the foregoing petition, by affiant subscribed, and knows the contents
of said petition, and that the same is true to the best of affiant's knowledge and belief.
Subscribed and sworn to before me this ----- day of -----, A. D. 19-----

1. Here state whether the child or children are:
 (a) neglected; or,
 (b) dependent upon the public for support; or,
 (c) that their health is endangered.
2. If it is alleged that the children are neglected, or that their health is endangered,
 strike out the words inclosed in parentheses.
3. Here state whether the mother is a widow or is divorced or deceased; if living and
 married, then state:
 That she is the wife of:
 (a) a husband who is incapacitated for gainful work, or,
 (b) a husband who has been sentenced to a penal institution for one year or
 more; or,
 (c) a husband who has continuously deserted her for one year or more, during
 which time all provisions of law have been used to enforce support and none
 has been obtained.

ORDER FOR AID.

STATE OF WISCONSIN, } ss.
County of ----- }
Before Hon. ----- Judge of the ----- Court.

In the matter of ----- }
----- } Order for Aid.
----- Child ----- }

The application of ----- of the ----- of -----
in said county, for the granting of aid for the above-named -----
alleged to be ----- child ----- having been presented to the under-
signed, judge of the ----- court of said county, and upon due investigation
and examination it satisfactorily appearing:

1. That the said ----- was born on the ----- day of -----,
19-----, and is ----- years of age; and that said ----- was born on
the ----- day of -----, 19-----, and is ----- years of age; and
that said ----- was born on the ----- day of -----,
19-----, and is ----- years of age.
2. That the said child ----- reside ----- with ----- at the -----
of ----- in said county, and whose post-office address is -----
and who, at the time of the filing of said application ----- and now -----
legal resident ----- of said county of -----.
3. That -----, the mother of said child -----, is * -----
4. That the said ----- who ha ----- the care and custody of said
child ----- of good moral character and ----- the proper person ----- to have
----- custody and care.
5. That the best interests of said child ----- require ----- that aid be granted to -----
and that the period for which aid will be required is likely to continue longer than one
year, and that such aid is reasonably necessary to save the said child ----- from neglect or
danger to health.
6. That the sum of ----- dollars per month is reasonably necessary to
enable the said ----- to properly care for said child -----.
- Therefore, it is ordered, That the county treasurer of said -----
County be and he hereby is authorized and directed to pay to said -----
the sum of ----- dollars per month, the first payment to be made on
the ----- day of -----, 19-----, and monthly thereafter until the
further order of the judge of said ----- court, but not longer than one year
from the date herein fixed for making such first payment.
- Made in triplicate and dated this ----- day of -----, 19-----

Judge of the ----- Court.

* At paragraph 3 insert, following the word *is*:
 (a) deceased; or,
 (b) divorced; or,
 (c) a widow; or,
 the wife of a husband—
 (d) who is incapacitated for gainful work by permanent mental or physical disa-
 bility; or,
 (e) who has been sentenced to a penal institution for one year or more; or,
 (f) who has continuously deserted her for one year or more, during which time
 all provisions of law have been used to enforce support and none has been
 obtained.

NOTE.—This order should be made out in triplicate—one copy should go to the county
treasurer; one copy to the State Board of Control of Wisconsin, Madison, Wis.; and the
other copy should be kept with the court's records.

ORDER CONTINUING AID.

STATE OF WISCONSIN,
 -----County. } ss.
 Before Hon. -----
 ----- Judge of the ----- Court.
 In the Matter of -----
 ----- } Order continuing aid.
 ----- Child -----

It appearing to the Court that ----- was (were) granted aid by an order of this court under the provisions of Section 573f of the Statutes, dated ----- for a period not to exceed one year from the date fixed for making the first payment and upon due investigation and examination it appearing:

That the said ----- was born on the ----- day of -----, 19-----, and is ----- years of age; that said ----- was born on the ----- day of -----, 19-----, and is ----- years of age; and that said ----- was born on the ----- day of -----, 19-----, and is ----- years of age.

That said term has expired and that aid should be continued.

Therefore, it is ordered, That the County Treasurer of ----- County be and he is hereby authorized and directed to pay to said ----- the sum of ----- Dollars per month, the first payment to be made on the ----- day of -----, 19-----, and monthly thereafter until the further order of the Judge of said ----- Court, but not longer than one year from the date herein fixed for making such first payment.

Made in triplicate and dated this ----- day of -----, 19-----.

Judge of the ----- Court.

ORDER DISCONTINUING AID.

STATE OF WISCONSIN,
 -----County. } ss.
 Before Hon. -----
 ----- Judge of the ----- Court.
 In the Matter of Aid granted to -----
 ----- } Order discontinuing aid.
 ----- Child -----

It appearing to the Court that ----- was (were) granted aid by an order of this court under the provisions of Section 573f of the Statutes dated -----

It further appearing that the said ----- are no longer entitled to aid under the provisions of that Statute, for the reasons hereinafter set forth -----

Therefore, it is hereby ordered that the order heretofore made granting the aid to the said child ----- be and the same is hereby revoked, to take effect upon this date.

Dated: -----

Judge of the ----- Court.

ORDER INCREASING AID.

STATE OF WISCONSIN,
 -----COUNTY. } ss.
 Before Hon. -----
 ----- Judge of the ----- Court.
 In the matter of -----
 ----- } Order increasing aid.
 ----- child -----

It appearing to the Court that ----- was, (were) granted aid by an order of this court under the provisions of section 573f of the Statutes, dated ----- for a period not to exceed one year from the date fixed for making the first payment and upon due investigation and examination it appearing:

That the said ----- was born on the ----- day of -----, 19-----, and is ----- years of age; that said ----- was born on the ----- day of -----, 19-----, and is ----- years of age; and that said ----- was born on the ----- day of -----, 19-----, and is ----- years of age.

That ----- and that, for the reasons stated, aid should be increased from ----- per month to ----- per month.

Therefore, it is ordered, That the county treasurer of ----- County be and he is hereby authorized and directed to pay to said ----- the sum of ----- dollars per month, the first payment to be made on the -----

day of _____, 19____, and monthly thereafter until the further order of the judge of said _____ court, but not longer than one year from the date herein fixed for making such first payment.

Made in triplicate and dated this _____ day of _____, 19____.

Judge of the _____ Court.

ORDER DECREASING AID.

STATE OF WISCONSIN,

_____ COUNTY.) ss.

Before Hon. _____

Judge of the _____ Court.

In the matter of _____

_____ } Order decreasing aid.
_____ child _____

It appearing to the court that _____ was (were) granted aid by an order of this court under the provisions of section 573f of the Statutes, dated _____ for a period not to exceed one year from the date fixed for making the first payment and upon due investigation and examination it appearing:

That the said _____ was born on the _____ day of _____, 19____, and is _____ years of age; that said _____ was born on the _____ day of _____, 19____, and is _____ years of age; and that said _____ was born on the _____ day of _____, 19____, and is _____ years of age.

That _____ and that, for the reasons stated, aid should be decreased from _____ per month to _____ per month.

Therefore, it is ordered, That the county treasurer of _____ County be and he is hereby authorized and directed to pay to said _____ the sum of _____ dollars per month, the first payment to be made on the _____ day of _____, 19____, and monthly thereafter until the further order of the judge of said _____ court, but not longer than one year from the date herein fixed for making such first payment.

Made in triplicate and dated this _____ day of _____, 19____.

Judge of the _____ Court.

CERTIFIED STATEMENT OF AMOUNT PAID OUT FOR CARE AND SUPPORT OF DEPENDENT CHILDREN UNDER PROVISIONS OF SECTION 573f, 9, WISCONSIN STATUTES.

EXTRACT FROM LAW.

SECTION 573f 9. On the first day of January of each year the county treasurer shall certify under oath, in duplicate, to the secretary of State and the State board of control the amount paid out by such county during the preceding year for aid under this section, and if the board of control shall approve the same and shall cause its approval to be indorsed by the president and secretary of said board on the certificate received by the secretary of State, the secretary of State shall credit one-third of the amount so certified to be due such county on the State taxes next due therefrom, and the State treasurer shall credit such county with said one-third of such amount in his annual settlement with said county for taxes due the State; provided, that the amount paid by the State to any county in any one year shall not exceed a sum equal to \$1 for each 30 inhabitants thereof; provided, further, that if the total amount paid by all the counties under this act as certified by the county treasurers shall exceed the sum appropriated by subsection 13 of section 20.17, the secretary of State and the State treasurer shall prorate the said sum among the various counties according to the amount paid out.

County of _____ January _____, 19____

To the _____ (Secretary of State or State Board of Control of Wisconsin.)

Pursuant to the provisions of section 573f 9, Wisconsin Statutes, I hereby report the names of all persons to whom payments have been made under provisions of said statute for the year ending December 31, 19____, and the amount paid to each person. The amount to which the county of _____ is entitled is _____ dollars, (\$____), being one-third of the total amount paid out as shown by the within bill.

County Treasurer.

NOTE.—These blanks may be had on application to the State Board of Control of Wisconsin, Madison, Wis.

STATE OF WISCONSIN, } ss.
County of-----

----- being first duly sworn, says that he is the county treasurer of ----- county and that the within bill is just, correct, and true, and that the amounts stated therein have been paid out by him during the year ending December 31, 19----, and that the payments so paid were made upon orders issued by the courts as provided by section 573f. 9, Wisconsin Statutes, and that no part thereof has been audited, allowed, or paid by the State.

Subscribed and sworn to before me, this ----- day of ----- 19-----

-----,
Notary Public, Wisconsin.

OFFICE OF THE STATE BOARD OF CONTROL OF WISCONSIN.

MADISON, Wis., -----, 19-----.

This is to certify that the within bill is hereby approved for the sum of----- dollars (\$-----), and the county of ----- is entitled to----- dollars (\$-----), being one-third of the amount of the within bill as provided by law.

STATE BOARD OF CONTROL OF WISCONSIN,
By -----,
President.

Attest :
-----,
Secretary.

WYOMING.

[Laws 1915, ch. 32 as amended by Laws 1917, ch. 88.¹]

An Act Providing for a pension for dependent mothers and their children.

Be it enacted by the Legislature of the State of Wyoming: SECTION 1. *Allowance to poor mothers.*—Whenever any woman whose husband shall be dead or shall have become permanently disabled for work by reason of physical or mental infirmity, or shall be a prisoner, or shall have deserted her, and such desertion shall have continued for a period of one year, and such woman shall be poor and shall be the mother of children under the age of 14 years, and such mother and children shall have been residents in the county in which said application is made for one year, and such mother shall have been a resident of this State at the time of the death of her husband, or at the time he became disabled, or at the time he became a prisoner, or at the time he deserted her, the board of county commissioners of said county may make an allowance to such woman, as follows:

First, not to exceed \$20 a month, when she shall have but one child under the age of 14 years, and if she shall have more than one child under the age of 14 years such allowance shall not exceed \$20 a month for the first child and \$10 a month for each of the other children under the age of 14 years. The order making such allowance shall not be effective for a longer period than 6 months, but upon expiration of such period said board of county commissioners may from time to time extend such allowance for a period of 6 months or less. The home of such woman shall be visited from time to time by any member of the board of county commissioners or an authorized agent of discreet years, as the board may direct, and the report or reports of such visiting member of the board, or agent, shall be considered by the board in making such order.

SEC. 2. *Conditions of allowance.*—Such allowance may be made by the board of county commissioners only upon the following conditions:

1. The child or children for whose benefit the allowance shall be made must be living with the mother of such child or children.

2. The allowance shall be made only when in the absence of such allowance the mother would be required to work regularly away from her home and children, and that by means of such allowance she shall be able to remain at home with her children except by absence for work for such time as the said board shall deem advisable.

3. The mother must in the judgment of the said board be a proper person morally, mentally, and physically for the bringing up of her children.

4. Such allowance shall, in the judgment of said board, be necessary to save the child or children from neglect and to avoid the breaking up of the home of such woman.

¹The amendment of 1917 transferred the authority to grant aid from the district courts to the county commissioners, and omitted the proviso of the 1915 enactment requiring that the person who made the visits to the homes should be "thoroughly trained in charitable relief work." Eligibility for aid was made dependent upon the mother having been a resident of the State at the time of her husband's death or desertion, or at the time he became disabled or was imprisoned.

5. It must appear to be for the benefit of the children to remain with such mother.

6. A careful preliminary examination of the home of such mother must first have been made by a member of said board, or such other competent person, or agent, as the said board may direct, and a written report of such examination filed with the board.

SEC. 3. *County commissioners to provide funds.*—It shall be the duty of the board of county commissioners to make an appropriation of such sum as may be necessary for the purpose of paying such allowances as may be made during the year.

SEC. 4. *Payment of warrants.*—All payments of allowances as herein provided shall be made on warrants drawn as other county warrants are drawn and paid by the county treasurer out of such funds.

SEC. 5. *Application—Hearing—Penalty for accepting fee.*—An application in writing for such an allowance may be made by any woman coming within the purview of this act, or it may be made on her behalf only by any probating officer, associate charities organization, or humane agent, and when such application is filed it shall be set down for hearing at a time fixed by the board of county commissioners, and the report of the county commissioner or authorized agent designated by the board to make the examination and report as required by section 2 of this act shall be filed on or before such hearing, and upon the date fixed the board shall hear said report and any other evidence that may be offered, and at the conclusion of the same make such order as to the said board shall seem proper in such matters. Any person or persons, officer, agent, or attorney making application for an allowance for any woman within the purview of this act who shall charge or accept any consideration for his services in securing such allowance shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding one hundred dollars, and shall pay the costs of prosecution.

SEC. 6. *Repeal.*—All acts and parts of acts in conflict herewith are hereby repealed.

SEC. 7. This act shall take effect and be in force from and after its passage.

Approved February 15, 1915.

Amendment approved February 16, 1917.

CANADIAN MOTHERS' AID LAWS.

ALBERTA.

[Laws 1919, ch. 6.]

An Act Granting assistance to widowed mothers supporting children.

SECTION 1. This act may be cited as "The Mothers Allowance Act."

SEC. 2. In this act, unless the context otherwise requires—

- (a) "Municipality" means any city, town, village, or municipal district;
- (b) "Council" means the council of any municipality;
- (c) "Superintendent" means the Superintendent of Neglected and Dependent Children appointed under The Children's Protection Act of Alberta.

SEC. 3. *Appointment of inspectors in cities.*—There shall be appointed by the council in every city and town in the Province one or more inspectors whose remuneration shall be fixed and paid by the council, and whose duty it shall be to receive applications for assistance under this act, to inquire into any case brought to his or their attention, and generally to do and perform such matters and things as may be required by this act or by any regulations passed hereunder.

SEC. 4. *Aid to widowed mothers—Application.*—Any woman who is a widow (or the wife of a person committed to a hospital for the insane under the Insanity Act, and actually an inmate thereof) and who, having in her custody a child or children under the age of fifteen years in the case of boys and sixteen years in the case of girls, is unable to take proper care of such child or children, may by herself or through any other person on her behalf apply to an inspector of the city or town of which she is a resident for assistance under this act.

SEC. 5. *Investigation and report.*—The inspector shall thereupon make a full and complete inquiry into the facts of the case, and shall forthwith report thereon to the superintendent, who, if satisfied that the case is a proper one for assistance under this act, shall recommend to the Attorney General the payment to such woman of such sum or sums in weekly installments as to the said superintendent may seem fit and necessary.

(2) The superintendent, when satisfied upon inquiry that any woman in any city or town is entitled to and requires assistance under this act, may make a recommendation under this section whether or not an application has been made by or on behalf of such woman to an inspector.

SEC. 6. *Payments.*—When any recommendation as aforesaid is approved by the Attorney General the woman mentioned therein may be paid out of the moneys appropriated by the legislature for that purpose the sum or sums specified in the said recommendation.

SEC. 7. Upon any subsequent recommendation for the termination, decrease, or increase of any payments made under this act being approved by the Attorney General such payments shall be discontinued, decreased, or increased in accordance with such subsequent recommendation, and so as to any further recommendation of the superintendent.

SEC. 8. *Levy upon cities and towns.*—The Attorney General shall every three months forward or cause to be forwarded to the treasurer of each such city or

town, a statement of all moneys expended under this act during the next preceding three months in respect of any woman or women residing in such city or town; and the said city or town shall thereupon become liable to the province for an amount equal to one-half of the moneys so expended, and the said amount shall be paid to the provincial treasurer within thirty days after such statement is so forwarded, failing which the provincial treasurer may sue for and recover the same as a debt by action in his name against the said city or town as defendant.

SEC. 9. *Other municipalities.*—In municipalities other than cities or towns, the superintendent may make or cause to be made inquiry as to the necessity of rendering assistance under this act to any woman who is a resident of such municipality, and who, if she were a resident of a city or town, would be entitled to apply for assistance under section 4 hereof; and may thereupon in any fit and proper case make the like recommendation to the Attorney General as in the case of cities or towns, in which case the superintendent shall forthwith forward to the secretary of such municipality, by mail prepaid, a notice of the recommendation so made setting forth the date and substance thereof.

(2) Recommendations made under this section shall be dealt with in the same manner as recommendations made in respect of a woman residing in a city or town, and the council of the municipality of which such woman is a resident shall be liable to the Province for an amount equal to one-half of the sums expended by the provincial treasurer in respect to such woman as shown by the statement forwarded monthly to the treasurer of such municipality, and the said amount shall be paid to the provincial treasurer within three months after the forwarding of such statement, failing which the provincial treasurer may recover the same in like manner as in the case of a city or town.

SEC. 10. *How funds may be raised.*—Notwithstanding anything in any act or ordinance contained all moneys required to be paid by any council under the provisions of this act may be paid either out of the general tax fund of the municipality or out of a fund established by the levy of a special rate over and above the general rate of taxation of the municipality, and the council is hereby authorized to levy such special rate in each and every year, and the provisions of any such act or ordinance limiting the rates to be levied by such council shall not apply to any special rate levied under this section: *Provided, however,* That the council may from time to time by by-law authorize its mayor (or reeve) and treasurer to raise by way of temporary loan such sum or sums as may be deemed necessary to meet all expenditures under this act for the then current year, such loans to be made payable not later than the 31st day of December of the year following that in which such loan is made.

SEC. 11. *Report to superintendent when aid should cease.*—It shall be the duty of every inspector to make proper investigations as to all women within the territory over which he is appointed receiving assistance under this act, and upon any such woman ceasing to be a resident of the municipality or otherwise ceasing to be entitled to such assistance, the said inspector shall forthwith report the facts of the case to the superintendent.

(2) The liability of any city or town in respect of payments made by the provincial treasurer to any such woman shall not be affected by the fact of her having ceased to be entitled to assistance under this act, if such fact has not been reported as aforesaid to the superintendent: *Provided, however,* That in case any moneys so paid are subsequently reimbursed to the provincial treasurer, the council shall be entitled to reimbursement from the provincial treasurer of the amounts paid by it in respect of the payments so made.

(3) In municipalities, other than cities and towns, it shall be the duty of the council to report to the superintendent in the case of any woman so ceasing to reside therein, or to be entitled to assistance under this act, falling which the said municipality shall be and remain liable in respect of payments made to such woman, subject to a right to reimbursement as aforesaid.

SEC. 12. Residence.—For the purposes of this act, a woman shall be deemed a resident of the municipality when she lives therein, and has habitually lived therein for a period of one year last past, and in case of dispute as to whether or not a woman is a resident of a particular municipality, the superintendent shall decide, and his decision shall be final.

(2) A woman having been a resident of any municipality shall not be deemed to have ceased to be a resident thereof during such time as she shall remain or be in the Province unless and until she shall have become a resident of some other municipality under the provisions of the first subsection of this section.

SEC. 13. Assistance for inspectors.—The council of any city or town may appoint any person or persons or any association to inform and advise any inspector appointed under this act in the carrying out of his duties thereunder.

SEC. 14. Regulations.—The lieutenant-governor in council may make such rules and regulations not inconsistent with the provisions of this act as may be deemed necessary for the proper carrying out thereof.

Assented to April 17, 1919.

MANITOBA.

[Laws 1916, ch. 69, as amended by Laws 1917, ch. 56; Laws 1918, ch. 41.]

An Act To provide allowances for mothers.

SECTION 1. This act may be cited as "The Mothers' Allowances Act, 1916."

SEC. 2. *Allowances to poor mothers—Conditions.*—The lieutenant governor in council may set aside during each fiscal year, out of the consolidated revenue fund of the province, a sum or sums, in the whole not to exceed in any year the amount voted for said purpose in the supply bill of that year, to provide support or partial support for mothers of dependent or neglected children within the Province, and an allowance may be made therefrom to any mother of a neglected or dependent child or children whenever such mother is a widow or her husband is an inmate of a penal institution or insane asylum, or, because of physical disability, is unable to support his family, and the dependent or neglected condition of such child or children is due wholly or in part to the poverty of the mother and the want of adequate means to properly care for such child, and the mother is otherwise a proper person to have the custody of such child and the welfare and best interests of such child will be subserved by permitting it to remain in the custody of its mother.

SEC. 3. *Mothers' allowances commission.*—The lieutenant governor in council may appoint a commission of not less than three and not more than five persons, male or female, or both, to administer said moneys, and in and by said appointment or subsequently may prescribe rules and regulations in accordance with which said moneys shall be expended, and in accordance with which said commission shall be governed and act, and may prescribe, limit or extend its powers, and may prescribe returns and reports to be made by such commission, or may appoint such commission generally and approve of any rules and regulations the said commission may make in respect of the matters in this act, but no rules or regulations so made by the said commission shall have any force and effect whatsoever until they shall have been approved by the lieutenant governor in council.

SEC. 4. *Levy upon municipalities.*—The lieutenant governor in council may authorize the municipal commissioner to levy upon the respective municipalities of the Province the whole amount so expended or such portion thereof as may be just to recoup or partially recoup the Province for the same, and such levies, when so authorized, shall have the same force and effect as if made under the municipal commissioner's act, and on receipt of any moneys so levied from a municipality the municipal commissioner shall pay the same over to the provincial treasurer.

SEC. 5. This act shall come into force on the day upon which it is assented to.

Assented to March 10, 1916. Amendments assented to March 9, 1917; March 6, 1918.

MEMORANDUM PREPARED BY THE COMMISSIONERS FOR THE GUIDANCE OF COMMITTEES APPOINTED BY CITIES, TOWNS, AND RURAL MUNICIPALITIES TO ASSIST IN THE ADMINISTRATION OF THE ACT.

WINNIPEG, January 1, 1919.

1. Applications.

At the present time applications are only considered from widows and women whose husbands are confined in an insane asylum.

New applications or requests for a revision of a former allowance must reach the commission's office not later than the 15th of any month if the allowance is to be allowed or revised for the following month.

It is quite legitimate for a mother whose normal children are now in institutional homes to make application for an allowance to enable her to make a home for them. Unless special circumstances warrant, the commissioners will not entertain applications from women with only one child under working age.

2. Investigations.

The commissioners do not wish applicants to be considered as applying for charity. A mother when in receipt of an allowance is receiving recognition for her services to the Province in bringing up her children.

It is the duty, therefore, of the municipalities to investigate carefully the fitness of the applicants.

Marriage, death, and Canadian citizenship must be proved by examination of the certificates, which certificates should be sent with the application form unless special reasons exist for not doing so.

History records as complete as possible should accompany applications.

All correspondence should be sent with the application form; the application form will be kept by the commissioners, but the committee should make a copy thereof on the form provided for the purpose.

3. Municipal residence qualification.

Whilst order-in-council number 27423 prescribes a municipal residence qualification, this is of no effect at the present time in so much as the Government levys at large on all the municipalities of the Province for half the cost of all allowances granted irrespective of the residence of the beneficiaries. So long therefore, as an applicant has the necessary provincial residence qualification it is in order for a municipality to forward an application from a mother irrespective of the length of her residence in that municipality.

4. Cooperation to be sought from relatives.

The act was not intended to relieve near relatives, i. e., father and mother of applicant or applicant's husband, and brothers and sisters of either, of their responsibility for giving such assistance as they can. These near relatives should be seen where possible and otherwise written to to secure as much help from them as possible.

5. Estimate of expenditure.

Food.—The commission have adopted the following monthly schedule for mothers who live under such conditions that they are obliged to purchase all their food, but it is realized that mothers in small towns and rural districts, who are able to keep poultry and perhaps other stock, should not require as large an allowance for food.

Adult	\$9. 50
Child, 1 to 3	3. 50
Child, 4 to 6	4. 50
Child, 7 to 10	5. 00
Child, 11 to 14	7. 00

Clothing.—The commission has adopted the following monthly schedule for clothing:

Adult	5. 50
Child, 1 to 3	1. 50
Child, 4 to 6	2. 50
Child, 7 to 10	3. 00
Child, 11 to 14	4. 00

Property.—When the interest charges on mortgages or agreements of sale, plus taxes and insurance, do not exceed the amount which would otherwise have to be paid for rent for a family, and provided that these charges are only upon property actually used by the family, an amount will be allowed monthly in lieu of rent sufficient to meet such charges when they fall due.

Cash.—Allowances will not be granted to mothers having cash assets of over \$200.

Insurance.—Inasmuch as the commission is authorized by the Government to make special grants for reasonable burial expenses, no allowance can be made for life insurance; mothers holding life insurance may take the surrender value of the policy or convert into a paid-up policy.

Earnings of children.—The gross earnings of any member of the family should be stated, but only the amount paid into the home entered in the expenditure column.

Where boys and girls are competent to buy their own clothing, the amount they retain for their own use will be increased, with a decrease in the amount allowed for clothing for the family.

Earning children should always be allowed some spending money of their own, but are expected to pay into the home as much as possible, thus allowing the family to become self-supporting at the earliest possible date.

6. Supervision of mothers under allowance.

A mother must not only satisfy the committee of her fitness to receive an allowance at the time of her application, but she must satisfy them that she is fulfilling the trust which has been placed in her, and on adequate, careful, and helpful supervision the success or failure of the act will largely depend.

Particular attention should be paid by the committee and supervising visitor to those points on which a monthly report is required covering health, earnings, housing, clothing, and school record. These monthly reports are not accepted by the commission as a recommendation for revision of allowance, which must be submitted in separate form direct from the committee.

Changes in financial condition will be bound to occur. Working children will change to more profitable or less profitable employment, hence no family can be said to be properly supervised, for this reason if for no other, unless visited at least once a month. If possible these visits should be made during the first half of each month, so that any recommendations to the commission for an increase or reduction in allowance may reach them before the fifteenth day of each month, and that the change may become effective by the first of the following month.

7. Presence of boarders or lodgers.

The policy of the commission is entirely opposed to mothers under allowance seeking income from the presence of male boarders or lodgers.

8. Mothers deriving income by work done away from home.

The object of the act is to enable a mother to give proper care to her children at home; mothers, therefore, any of whose children are below school age, must not be encouraged to work out by the day.

9. That the personnel of all committees must include at least one woman as a member.

Commissioners:

Ald. George Fisher, Chairman.

Mrs. T. R. Deaton.

Mrs. J. Dick.

J. H. J. Murray.

W. A. Matheson.

A. Percy Paget, Secretary.

MEMORANDA FOR THE GUIDANCE OF APPLICANTS AND BENEFICIARIES UNDER THE ACT.

WINNIPEG, February 1, 1919.

The mothers' allowance act provides for a monthly payment to mothers who have the necessary qualifications.

Qualifications.—

1. The husband of an applicant at time of death or admission to an institution must have been or be a Canadian citizen.

2. An applicant must have been resident in the Province with her husband and family for two consecutive years previous to his death or admission to an institution. (See Order-in-Council No. 27423.)

Should an applicant have been absent from the Province not more than six months at the time of death or admission to an institution of her husband, provided she had previously fulfilled the requirements of the act, she shall still be deemed eligible.

3. Marriage, death, and Canadian citizenship must be proved by examination of the certificates.

SASKATCHEWAN.

[Laws 1917, 2d sess., ch. 68.]

An Act To provide for the payment of pensions to indigent mothers.

SECTION 1. This act may be cited as "The Mothers' Pensions Act."

SEC. 2. *Aid to widowed mothers.*—The Lieutenant Governor in council may set aside during each fiscal year out of the consolidated fund of the Province such sum or sums not to exceed in the whole the amount voted for that purpose by the Legislature to provide support or partial support for any mother who is a widow and who on account of poverty is unable to take proper care of her child or children and who is otherwise a proper person to have the custody of such child or children.

SEC. 3. *Lery on municipality.*—(1) The Attorney General may order the municipality to which the mother belongs to pay such sum as to him may appear reasonable, not to exceed three dollars per week in respect of each child whose welfare is in question, in order to recoup in whole or in part the amount expended by the Lieutenant Governor in council under the provisions of this act in connection with such mother.

(2) For the purposes of this section the mother shall be deemed to belong to the municipality in which she last resided for the period of one year.

SEC. 4. *Regulations.*—The Lieutenant Governor in council may make regulations for the administration of this act and the control of all expenditures to be made thereunder, and the appointment of all necessary officials.

SEC. 5. This act shall come into force upon a date to be proclaimed by the Lieutenant Governor in council.

Assented to December 15, 1917. In effect February 16, 1918.

REGULATIONS FOR ADMINISTRATION.

REGINA, April 11, 1918.

The Executive Council has had under consideration a report from the Attorney-General, dated April 10th, 1918, stating that it is necessary and desirable that certain regulations be approved for the proper administration of "The Mothers' Pensions Act", which by proclamation became effective on the 16th day of February, 1918.

Upon consideration of the foregoing report and on the recommendation of the Attorney-General, the Executive Council advises, under the provisions of section 4 of "The Mothers' Pensions Act", in that behalf:

(1) That the Superintendent of Neglected and Dependent Children be charged with the supervision of any matter or thing, which may from time to time arise out of the administration of said act.

(2) That no allowance be paid to any mother save upon the recommendation of the Superintendent of Neglected and Dependent Children, and that in no case shall any allowance be paid in respect of any child of the age of sixteen years or over.

(3) That the council of the municipality to which the mother belongs, be notified of the allowance being made to the mother, and be charged with the responsibility of advising the said Superintendent of Neglected and Dependent Children, of any change in the conditions surrounding the mother or children, or both, which by virtue of such changed conditions may effect the allowance made.

(4) That the mother be paid such allowance in each case as may be determined by the Lieutenant-Governor in council, the same to be made payable monthly, on the first day of each month for the preceding month, from the legislative appropriation for such purpose.

DANISH LAW REGARDING ASSISTANCE TO CHILDREN OF WIDOWS.

[Law regarding assistance to children of widows (Lov om Understøttelse til Børn af Enker. Lov Nr. 124, 20 April, 1913; Lov Nr. 101, 4 March, 1918¹).]

SECTION 1. Widows who are considered indigent shall, provided they are entitled to support in cases of continuous need, have the right to a public contribution toward the support and education of their legitimate children or children adopted under marriage, without the disabilities attaching to poor relief.²

A widow is considered indigent whose property does not exceed 4,000 kr. (\$1,072), with the addition of 500 kr. (\$134) for each child under 14 years, and whose income does not exceed the amount exempt from State taxation in the commune concerned, pursuant to Law No. 144 of June 8, 1912, section 8, paragraph 1, with the addition of 100 kr. (\$26.80) for each child under 14 years of age. In exceptional circumstances the local board³ may, at its discretion, decide whether such a widow shall be deemed indigent and, if so, whether she shall have the full assistance hereinafter mentioned, or whether this can be reduced to one-half. The allowance for the calendar years 1918 and 1919⁴ is: 150 kr. (\$40.20) yearly until the child is 4 years; 120 kr. (\$32.16) yearly until the child is 12 years; 90 kr. (\$24.12) yearly until the child is 14 years.

The assistance ceases if the mother remarries; if she leads a life which gives public offense (habitual drunkenness, immorality, or like offenses), if she receives help from the poor relief (*Fattigræsen*) or from a relief fund (*hjælpekasse*) which has a grant from the communal funds, or from the communal section of the Copenhagen relief society.⁵ The assistance is likewise withdrawn if her economic condition essentially improves by an increase in her property or income not originating from her own or her children's work.

¹ The amendment of 1918 increased the subsistence allowance for the calendar years 1918 and 1919 fifty per cent; increased the maximum under which a woman is entitled to aid from two-thirds to whole amount of income exempt from State taxation; and added three new paragraphs to section 2 permitting aid to be continued to the guardian of the child after the death of the widow, and to be made for the children of widowers after the death of the widower.

² Loss of suffrage and certain other rights.

³ *Kommunal bestyrelse*, the governing board of each commune.

⁴ The assistance provided by the 1913 law and which stands for 1920 unless new legislation is passed was as follows: 100 kr. (\$26.80) yearly until the child is 2 years; 80 kr. (\$21.44) yearly until the child is 12 years; 60 kr. (\$16.08) yearly until the child is 14 years.

⁵ By a temporary law passed Oct. 27, 1915, supplementary aid from poor-relief funds was permitted because of increased cost of living. The inadequacy of the fixed sum set in the widows' aid law had made it necessary for many widows to refuse the support and seek needed relief from the poor funds. The 1915 law was much criticized as defeating the very aims of the Widows' Pension Law. (*Social Forsorg*, Nov., 1915, pp. 256-259.)

Under the high cost of living laws of Dec. 22, 1915, and Dec. 28, 1916, bonuses for widows receiving allowances for the support of their children under the law of April 29, 1913, were included. In Copenhagen for the year ending Mar. 31, 1918, these cost of living bonuses to widows with dependent children amounted to fifty per cent of the normal aid. (*Forsørgelsesvæsenet i København*, 1917-18, p. 7.)

Assistance to the mother under sections 44, 61, and 63¹ of the poor law does not have this result, neither does aid from the relief funds or the communal section of the Copenhagen relief society in case of sickness of the mother or children.

The contribution may, in exceptional cases, be extended to the 18th year.

SEC. 2. The subsistence allowance (*Underholdsbidrag*) is payable to the widow concerned quarterly, eventually monthly, in advance; the first time for the quarter or the month which follows the death of the husband, and the last time for the quarter or month in which the aid ceases.

If the widow dies who has had support under this law the contribution for the support and education of the child is payable to the guardian of the child, or according to the decision of the communal authorities, to the person who after the mother's death exercises the right of rearing the child. The council of guardians (*Vargeraadet*) of the place where the child lives can, after the mother's death, decide at any time that a guardian be appointed for the child. Appointment of such guardian, who has the right of a parent over the child, is made by the superior magistracy upon nomination by the council of guardians. A guardian is always to be appointed if the allowance is not being used for the exclusive benefit of the child.

If a substantial bettering of the child's economic position occurs, the support can be withdrawn.

In the same class with the children of widows mentioned in paragraphs 2 and 3, are to be regarded children of deceased widows who were not receiving aid, but who were eligible for it; also children of widowers who at the time of their death fulfilled the conditions prescribed for widows by the law relating to support. The amount of the allowance is determined by the same rules which apply to widows.

ART. 3. If a child is under the care of the poor relief or has been taken under the care of a council of guardians² (Law No. 72, April 14, 1905) it does not come within the provisions of this law.

ART. 4. Half of the expense of the subsistence allowance herein provided for is borne by the State, the remainder by the commune in which the widow concerned or, after the widow's death, the child (compare section 2, paragraph 2), has her permanent abode. Country districts grouped with towns with respect to poor relief are referred to the said town.

ART. 5. In regard to the expense which a commune, in accordance with the rules in section 4, incurs in the capacity of residence commune, it can (provided the widow in question is entitled to support elsewhere) claim reimbursement of three fourths of the amount from the said commune owing support. If there is no commune which can be regarded as under liability for support, said expense shall be made good out of the public funds which in accordance with existing law are chargeable in place of the commune owing support.

ART. 6. The requirement by a widow of right of support in the commune is to be regarded as pending for the period in which a subsistence allowance (*Underholdsbidrag*) is granted under this law from the public funds to the children concerned.

ART. 7. At the same time that the communal authorities, in accordance with section 1³ of Law No. 85 of May 15, 1903, transmit to the minister of the interior

¹ Money expended by the general community for the education, maintenance, and support of the blind, deaf, dumb, feeble-minded, and idiots is not classed as poor relief. Certain kinds of medical relief are also exempt from the civil disabilities attaching to paupers.

² A special council of guardians in each commune which looks after the raising of neglected and delinquent children.

and the county council, respectively,¹ the statement of certain expenditures therein mentioned (a, b, c, and d) there shall be forwarded a statement of what the commune has expended under the present law (sections 4 and 5).

At the apportionment of State aid pursuant to sections 31, 32, and 33 of the first-mentioned law this amount shall be included in the account.

SEC. 8. The management of all matters pertaining to a subsistence allowance (*Underholdsbidrag*) in accordance with the provisions of this law rests upon the communal authority of the commune in which the widow concerned or, after the widow's death, the child (compare section 2, paragraph 2) has her permanent abode.

SEC. 9. The communal authority which receives a request for a subsistence allowance (*Underholdsbidrag*) must carefully investigate the economic conditions of the home in question to determine the need and other circumstances in order to decide what aid in each particular case shall be granted and how it shall be paid out. It is furthermore the duty of this authority to exercise supervision in order that the subsistence allowance shall be expended in a proper manner for the benefit of the children concerned. (Compare section 2, paragraph 2.) It can determine that food or clothes shall be purchased with the subsistence money for the child.

In case a particular or general regulation of the communal authority with respect to the use of the aid is not complied with, the superior authority² is to be informed of the matter.

If it shall be deemed desirable, private societies may cooperate in the work of investigation and supervision.

SEC. 10. The payment of the subsistence allowance (see sec. 2) shall be made in advance out of the treasury of the commune of residence concerned, after which the expenditure of the communal board is to be reported to the county for part repayment pursuant to section 4 of this act. With respect to the eventual reimbursement from the commune liable for support (sec. 5) the regulations in section 48 of Law No. 67 of Apr. 9, 1891, apply.

The county is to report to the minister of the interior as soon as possible after the end of the fiscal year what amount in each commune has been expended for subsistence allowances in accordance with the present law.

SEC. 11. Complaints in regard to the decisions of the communal authorities with respect to the provisions of this law shall not be made before the courts but before the superior authority,³ whose decision if the complaint is not sustained is final, but in the contrary case, appeal may be taken by the communal authority to the minister of the interior.

If it comes to the knowledge of the superior authorities through the inspection of the accounts or otherwise that there is being granted aid (*Understøttelse*) to unqualified persons or the provisions of the law in other respects are not being complied with, decision in the case rests likewise upon them, which decisions may, however, be referred to the minister of the interior.

In the case of disputes between the communes themselves with respect to the obligations imposed upon them in accordance with this law, the chairman of the county council (*Amtmand*) of the superior magistracy to which the commune belongs, against which the obligation is urged, has the power of decision; and if the dispute relates to Copenhagen, the minister of the interior.

The decisions of the chairmen of the county councils (*Amtmændene*) may be referred to the minister of the interior.

¹ In rural communes the *Kommunal bestyrelsen* are under the supervision of their *Amtraad* or county council; in provincial towns under the minister of the interior.

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SEC. 12. The minister of the interior shall prepare detailed instructions respecting the drawing up of the forms for requests for subsistence allowance (*Underholdsbidrag*) as well as regarding the accounts necessary to be kept, examination of accounts and so forth.

SEC. 13. The Government is empowered by royal proclamation to let this act come into force in the Faroes with such modifications as the special conditions in these islands may make expedient.

SEC. 14. This act takes effect on the 1st of January, 1914. Widows who at that time are receiving aid from the poor relief (*Fattigræsen*), relief funds (*Hjælpekasse*), or the communal section of the Copenhagen relief society, shall not on that account be debarred from coming under the provisions of this act.

NEW ZEALAND'S PENSIONS ACT, 1913.¹

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[1913, No. 10, as amended by 1914, No. 55.]

76. Act to consolidate and amend certain enactments relating to old-age (widows) and other pensions. (11th October, 1913; 5th November, 1914.)

77. Enacted by the General Assembly of New Zealand in Parliament assembled and by the authority of the same, as follows:

78. This act may be cited as the Pensions Act, 1913.

In this act, if not inconsistent with the context—

"Commissioner" means the Commissioner of Pensions appointed under this

act.
 "Income" means any moneys, valuable consideration, or profits derived or received by any person for his own use or benefit in any year, by any means or from any source, and shall be deemed to include personal earn-

ings and the reasonable cost of board and lodgings estimated at a rate not exceeding twenty-six pounds a year, but shall not include:

- (a) Any pension payable under this act; nor
- (b) Any payment by way of sick allowance or funeral benefit from any registered friendly society; nor
- (c) Any money received by way of charitable relief, not exceeding fifty-two pounds in any year; nor
- (d) Any money received from the Gold-miners' Relief Fund pursuant to section sixteen of the Mining Amendment Act, 1910, or from the Coal-miners' Relief Fund, or the Sick and Accident Fund pursuant to section eighty of the Coal-mines Act, 1908; nor
- (e) Any money received on the sale or exchange of land or property; nor
- (f) Any money received under an insurance policy on the destruction or damage by fire or otherwise of a building or other property; nor
- (g) Any capital moneys expended for the benefit of the applicant, or for the benefit of his or her wife or husband or dependent children; nor
- (h) Any money or money's worth received by an applicant on the intestacy or under the will of the deceased husband or wife of the applicant; nor
- (i) Any payment by way of gift or voluntary or other allowance (not exceeding fifty-two pounds in any year) from any relative of the applicant.

"Income year" means the year ending one month before the date on which the pension claim is finally admitted, and at the same time in each subsequent year:

"Minister" means the minister for the time being administering this act:

"Prescribed" means prescribed by this act or by regulations thereunder:

"Pension year" means in respect of an original pension certificate a period of twelve months commencing on the first day of the month in which the pension claim is established, and in respect of a renewed pension certificate means a period of twelve months commencing on the corresponding day of any subsequent year:

"Widow" includes a woman whose husband is detained in an institution under the Mental Defectives Act, 1911.

Districts and registrars.

3. (1) For the purposes of this act the governor may from time to time divide New Zealand into such districts, with such names and boundaries as he thinks fit.

(2) If any such district is constituted by reference to the boundaries of any other portion of New Zealand as defined by any other act, then any alteration in such boundaries shall take effect in respect of such district without any further proceedings, unless the governor otherwise determines.

4. The governor may from time to time appoint a commissioner of pensions who, subject to the control of the minister, shall have the general administration of this act.

5. The governor may also from time to time appoint in and for every such district a registrar and such other persons as he deems fit.

6. Subject to the provisions of this act, the commissioner and every registrar and other person appointed as aforesaid shall have such powers and duties as the governor from time to time determines.

PART II.¹

WIDOWS' PENSIONS.

15. Subject to the provisions of this part of this act, every widow who at the commencement of any pension year conforms to the requirements hereinafter set forth shall be entitled to receive during that year a pension at the rate hereinafter provided.

16. No widow shall be entitled to a pension unless she is resident in New Zealand, and has a child or children to whom this part of this act is applicable. For the purposes of this part of this act the term "child" includes a stepchild or a child legally adopted during the lifetime of the husband of the applicant.

17. This part of this act shall not apply to—

(a) Any child over the age of fourteen years.

(b) Any illegitimate child, unless after the birth of the child its parents have intermarried.

(c) Any child born out of New Zealand unless its mother was only temporarily absent from New Zealand at the time of its birth, or unless its mother has continuously resided in New Zealand for not less than ten years immediately preceding the date of an application for a pension: *Provided*, That continuous residence in New Zealand shall not be deemed to have been interrupted by occasional absences therefrom if she establishes the fact that during such absences her family or home was in New Zealand.

18. No widow shall be entitled to a pension under this part of this act—

(a) If she has at any time, whether before or after the coming into operation of this act, deprived herself directly or indirectly of property or income in order to qualify for a pension, or in order to increase the pension to which she would otherwise be entitled; nor

(b) Unless the magistrate to whom the application for a pension certificate is made is satisfied that she is of sober habits and of good moral character, and that the pension will be properly used for the support of her children.

19. (1) A pension under this part of this act shall be payable at the following rates, subject to the deductions hereinafter provided:

(a) If the widow has one child to whom this part of this act applies the pension shall amount to twelve pounds a year.

"(b) For each additional child to whom this part of this act applies the pension shall be increased by six pounds a year." (£6 per annum additional for each child provided for period of the war and 12 months thereafter by Finance Act, 1917.)²

(2) Each of the foregoing rates of pension shall be subject to a deduction of one pound for every pound by which the annual income of the widow and her children as aforesaid, after deducting personal earnings to an amount not exceeding one hundred pounds, exceeds the sum of thirty pounds.

20. (1) If a widow or any of her children to whom this part of this act applies is the owner of any property which produces no income, or which produces an income less than five per centum per annum of the value of that property, the widow or child shall, for the purposes of this part of this act, be

¹ Part 1 (secs. 7-14) relates to old age pensions. Section 9 provides for an additional pension of not exceeding thirteen pounds per annum where children under fourteen are dependent on pensioner.

² 1917, No. 7, Sec. 83.

deemed to be in receipt from that property of an annual income equal to five per centum of the value thereof after deducting the value of any property upon which the widow and her children permanently reside, not exceeding the sum of three hundred and forty pounds, and also the value of any furniture and other personal effects.

(2) In estimating, for the purposes of the last preceding subsection, the value of property upon which a widow and her children permanently reside, the value shall not be deemed to exceed the capital value of that property as appearing on the district valuation roll under the Valuation of Land Act, 1908, at the date of the establishment of the applicant's original claim.

(3) If a widow or any of her children to whom this part of this act applies is in receipt of any income which is partly derived from property and is partly personal earnings in respect of that property, the magistrate to whom the application for a pension certificate is made shall apportion that income in such manner as he thinks just between the income derived from such property and such personal earnings.

21. In case of the death of the pensioner, the guardian or other person for the time being having the care or control of her children to whom this part of this act applies shall, with the approval of the commissioner, be entitled to receive the pension to which the widow would have been entitled in respect of her children if she had lived.

22. The right to a pension or the amount of a pension shall not be affected during any pension year by reason merely of the fact that any child of the pensioner has within that year attained the age of fourteen years, or by reason merely of the death of any child of the pensioner.

PART IV.¹

MISCELLANEOUS.

27. Where an applicant, or the wife or husband of an applicant, for a pension or for the renewal of a pension under Part I hereof is at the date of application entitled to received from any source periodical payments, by way of personal earnings or otherwise, for his or her own use or benefit, or where an applicant for a pension or for the renewal of a pension under Part II hereof is at the date of application entitled to receive from any source any such payments for her own use or benefit, or for the use or benefit of any of her children to whom the said Part II applies, such moneys shall be included in the computation of the income of the applicant, although no part thereof may have been actually received by the applicant or by the wife or husband of the applicant, as the case may be.

28. With respect to every pension under this act the following provisions shall apply:

(a) The pension shall be deemed to commence on the date named in that behalf in the magistrate's certificate issued in respect of the first year's pension, being in every case the first day of the month within which that certificate is issued: *Provided*, That no old-age pension shall be deemed to commence on a date prior to that on which the applicant reached the age of fifty-five, sixty, or sixty-five years, as the case may be.

(b) Each year's pension shall be payable pursuant to a pension-certificate issued in respect of such year, and not otherwise.

¹ Part 3 (secs. 23-26) relates to military pensions.

- (c) Such certificate shall in every case specify the amount of the year's pension, and the instalments by which it is payable, being twelve equal monthly instalments. The first such instalment shall be payable on the first day of the month next after the commencement of the year, and subsequent instalments shall be payable on the first day of each succeeding month thereafter: *Provided*, That an instalment payable on the first day of January in any year may be paid at any time not earlier than the twenty-third day of December preceding the due date.
- (d) Except as hereinafter provided, the rate of each year's pension shall not vary during the year.

Pension claims and pension certificates.

29. (1) Every person claiming to be entitled to a pension under Part I or Part II of this act shall, in the prescribed manner and form, deliver a claim therefor (elsewhere throughout this act called a "pension claim") to the registrar of the district wherein the claimant resides.

(2) The pension claim shall affirm all the requirements and negative all the disqualifications under this act.

(3) Every claimant shall, by statutory declaration, affirm that the contents of his pension claim are true and correct in every material point.

30. (1) The registrar shall, in the prescribed manner, transmit the claim to a magistrate exercising jurisdiction in the district.

(2) The registrar shall thereupon ascertain on what date the claim may be investigated, and shall notify the claimant of a date on which he may attend to support his claim.

(3) The magistrate shall on the date so fixed, or on the first convenient day thereafter, proceed in chambers to fully investigate the claim for the purpose of ascertaining whether the claimant is entitled to a pension, and, if so, for what amount in respect of the first year.

(4) The registrar, or some person appointed by him, shall have the right to appear at the hearing and to examine or cross-examine the applicant and the witnesses.

(5) The hearing may from time to time be adjourned by the magistrate at the request of the registrar.

31. Where the magistrate is satisfied that the documentary evidence in support of the claim is sufficient to establish it, and also that by reason of physical disability or other sufficient cause the attendance of the applicant should be dispensed with, he shall not require the personal attendance of the applicant, who shall be notified accordingly.

32. (1) For the purposes of such investigation all the powers under the Magistrates' Courts Act, 1908, shall be available for the purpose of compelling the attendance of witnesses, and every witness shall be examined on oath.

(2) It shall be the duty of every person to make true answers to all questions concerning any applicant for a pension, or any of the statements contained in any application for a pension, put to him by the registrar or any officer authorized in that behalf by the registrar.

(3) Every person commits an offence who—

(a) Refuses to answer any such question; or

(b) Makes any answer knowing the same to be untrue.

(4) This section shall apply to any officer of any bank or other corporation carrying on business in New Zealand, and to any officer of the post-office savings bank, or of any other government department which receives investments of money from the public.

33. No pension-claim shall be admitted unless the evidence of the claimant is corroborated on all material points, except that in respect of the age of the claimant the magistrate, if otherwise satisfied, may dispense with corroborative evidence.

34. The magistrate may admit the pension-claim as originally made, or as modified by the result of his investigations, or may postpone it for further evidence, or reject it, as he deems equitable; and his decision shall be notified to the claimant by the registrar.

35. (1) If the magistrate is of opinion that, although the claim is not completely established, further evidence may be adduced in support thereof, or it may be mended by lapse of time, he shall postpone the claim if the claimant so desires, and in such case all matters as to which the magistrate is satisfied shall be recorded as proved: *Provided*, That this shall not be a bar to further evidence being adduced in respect of the matter recorded as proved.

(2) If the magistrate decides that the pension-claim is not established, and can not be mended by postponement for a reasonable time, he shall reject it, and when doing so shall specify in writing all the material points which he finds to be respectively proved, disproved, unproved, or insufficiently proved.

36. (1) If the magistrate is of opinion that any fraudulent misrepresentation has been made by the applicant for a pension with the intention of obtaining a pension to which he was not by law entitled, or a higher rate of pension than that to which he was by law entitled, then, in addition to any penalty incurred under this act by the applicant, the magistrate shall refuse the application, and may by order declare that the applicant shall not be entitled to make a fresh application for such period, not exceeding twelve months, as the magistrate thinks fit.

(2) If the magistrate finds that any real or personal property has been transferred to any other person by the applicant, or by the wife or husband of the applicant, he may inquire into such transfer, and refuse the application or grant a reduced pension. A disposition by will of any real or personal property shall be deemed to be a transfer of such property for the purposes of this section.

37. (1) In investigating any claim for a pension, the magistrate shall not be bound by the strict rules of evidence, but shall investigate and determine the matter by such means and in such manner as in equity and good conscience he thinks fit.

(2) In disposing of material points against the claimant, the magistrate shall distinguish between what he finds to be disproved and what he finds to be simply unproved or insufficiently proved.

(3) In respect of what is found to be disproved, the magistrate's decision shall be final and conclusive for all purposes.

(4) In respect of what is found to be simply unproved or insufficiently proved, the claimant may at any time thereafter adduce fresh evidence on those points before the magistrate, and in such case all material points previously found by the magistrate to be proved shall be deemed to be established, and he shall dispose of all other points as in the case of a new pension claim.

38. The pension claim may be amended from time to time on any point which has not been finally disposed of.

39. As soon as the pension claim is established, and the rate of the first year's pension is fixed by the magistrate, he shall, in the prescribed manner, certify the same to the commissioner, who shall, in the prescribed manner and form, issue to the claimant a certificate (elsewhere throughout this act called a "pension certificate") in respect of the first year's pension.

40. In respect of the pension for each year after the first, a fresh pension certificate shall be issued as hereinafter provided.

Income and Property Statements.

41. For the purpose of ascertaining in respect of the second and each subsequent year, computed from the date of the commencement of the pension, whether a pensioner under Part I or Part II hereof is entitled to any payment in respect of his pension for such year, and, if so, for what amount, the following provisions shall apply:

- (a) Within the prescribed period before the commencement of each such year the pensioner, whether claiming any payment in respect of his pension for that year or not, shall furnish to the registrar a statement in the prescribed form setting forth full particulars of his income for such year (being the income for the last preceding income-year), and also the net capital value of all his accumulated property.
- (b) If the pensioner has received no income for the year and has no accumulated property, the statement shall contain the word "Nil."
- (c) The magistrate shall investigate the statement, and ascertain whether the pensioner is entitled to a renewal of his pension, in the same manner, with the same powers, and subject to the same provisions as in the case of pension claims.
- (d) The magistrate, when satisfied as to the amount of the pensioner's income, and the net capital value of his accumulated property, and that the pensioner is entitled to a renewal of his pension, shall certify the same to the commissioner, who shall issue a pension certificate in the prescribed form in respect of the year's pension (if any) to which the pensioner is entitled.

Payment of pensions and forfeiture of instalments.

42. Each monthly instalment of the pension shall be payable at the post-office money-order office named in the pension certificate.

43. On application in the prescribed manner, the name of such office may be changed from time to time, and every change of office shall be recorded by the registrar on the pension certificate and in the district pension registrar.

44. (1) Subject to the provisions of this act, each monthly instalment shall be payable at any time within one month after its due date on the personal application of the pensioner and the production of his pension certificate to the postmaster of the postoffice money-order office named therein: *Provided*, That the minister may at any time further extend such period in any case where the provisions of this section are not strictly complied with owing to the pensioner's illness or temporary absence from home (but not from New Zealand), or other sufficient cause, and notwithstanding that such period has then elapsed or that the instalment has then been paid.

(2) The minister may from time to time, as he thinks fit, by writing under his hand, delegate to the commissioner all powers vested in him by this section.

(3) In default of strict compliance with all the provisions of this section, and subject to any extension of time as therein mentioned, such instalment shall be deemed to be forfeited.

45. It shall not be lawful for the governing body of any charitable institution to refuse to admit any person as an inmate of such charitable institution or to refuse to grant him relief on the ground only that he is a pensioner under this act.

47. (1) Subject to regulations, and on production to the postmaster of warrant in the prescribed form, signed by the commissioner, the instalment may be paid to any clergyman, justice, or other reputable person named in the warrant for the benefit of the pensioner.

(2) Such warrant may be issued by the commissioner whenever he is satisfied that it is expedient so to do, having regard to the age, infirmity, or improvidence of the pensioner, or any other special circumstances.

48. Every instalment shall be absolutely forfeited—

(a) In the case of an old-age pension, during any period while the pensioner is in prison or is out of New Zealand;

(b) In the case of a widow's pension, during any period while the pensioner is out of New Zealand, or if she marries; and

(c) In the case of a military pension, during any period while the pensioner is in prison, or is an inmate of an institution under the Mental Defectives Act, 1911, or is out of New Zealand.

49. With respect to the payment of instalments of pension by the postmaster the following provisions shall apply:

(a) The postmaster may, if he thinks fit, require the applicant for payment to prove his identity, but shall not be bound so to do, and may accept the production of the pension certificate or warrant which the instalment relates as sufficient evidence that the person producing the same is the person entitled to payment.

(b) When making the payment the postmaster shall indorse on the pension certificate the date and fact of the payment, and shall also require the person receiving the payment to give a receipt therefor in the prescribed form.

(c) Such receipt shall be sufficient evidence that the payment to which the receipt purports to relate has been duly made, and no claim against his majesty or the postmaster shall thereafter arise or be made in respect thereof.

(d) Where the warrant produced as aforesaid relates to a single instalment, or to the last of a series of instalments, it shall be delivered up to and retained by the postmaster on payment of such instalment.

50. (1) If at any time the commissioner has reason to believe that any pension certificate has been improperly obtained, he shall cause special inquiry to be made before the magistrate, and shall give notice to the postmaster through whom the instalments are payable to suspend payment of any instalments pending the inquiry, and payment of such instalments shall be suspended accordingly.

(2) If on inquiry it appears that the pension certificate was improperly obtained, it shall be canceled by the magistrate; but if it appears that the certificate was properly obtained, the suspended instalments shall be payable in due course.

(3) Such inquiry shall be made in the prescribed manner.

51. Irrespective of any such inquiry, the magistrate may at any time himself review any pension certificate, and may either cancel the same, or vary the same, whether by increasing or diminishing the amount of the pension or otherwise, in such manner as he thinks fit, having regard to the provisions of this act.

52. Where it is found that any pension or instalment of a pension has been paid in excess of the amount to which the pensioner was by law entitled, the amount so paid in excess (whether paid before or after the coming into operation of this act) may be recovered by the commissioner as a debt due to

crown, and if in the opinion of the magistrate such excess was obtained by fraud, then the pensioner shall, in lieu of or in addition to any penalty to which he is liable under section fifty-six hereof, be liable, at the discretion of the magistrate, to a fine not exceeding double the amount so paid in excess.

53. If at any time during the currency of a pension the pensioner, or the wife or husband of a pensioner, becomes possessed of any property or income in excess of what is allowed by law in respect of the amount of pension granted, the registrar may apply to the magistrate, who may on inquiry either confirm or cancel the pension, or vary the amount thereof: *Provided*, That should the excess of property or income as mentioned in this section cease, the pension shall be immediately restored to the original amount.

55. If on the death of any pensioner, or of the wife or husband of any pensioner, it is found that he, or either of them, was possessed of property in excess of what is allowed by law in respect of the amount of the pension granted, double the amount of pension at any time paid in excess of that to which the pensioner was by law entitled may be recovered as a debt due to the crown from the estate so found in excess: *Provided*, That where the husband and wife were at the time of such death living apart pursuant to decree, order, or deed of separation this section shall only apply in the case of the pensioner.

Offences.

56. (1) Every person is liable to a fine not exceeding fifty pounds, or to imprisonment for not more than three months with or without hard labor—

- (a) If by means of any wilfully false statement or representation he obtains or attempts to obtain a pension certificate, not being justly entitled thereto, or a pension of a larger amount than he is justly entitled to; or
- (b) If by any means he obtains or attempts to obtain payment of any absolutely forfeited instalment of pension; or
- (c) If by means of personation or any other fraudulent device whatsoever he obtains or attempts to obtain payment of any instalment of pension; or
- (d) If by any wilfully false statement or representation he aids or abets any person to obtain a pension certificate or any instalment payable thereunder.

(2) Where any person is convicted of an offense under this section the magistrate shall cancel the pension certificate in respect to the issue of which the offense was committed.

57. If any pensioner under this act is convicted of drunkenness or of any offense punishable by imprisonment for one month or any longer period and dishonoring him in the public estimation, or if he mispends, wastes, or lessens his estate, or greatly injures his health, or endangers or interrupts the peace and happiness of his family, the commissioner may direct that the instalments of his pension be paid to any clergyman, justice of the peace, or other reputable person, or may suspend the pension certificate for such period as he deems fit.

58. (1) In any case where a pension certificate is canceled, the pension shall be deemed to be absolutely forfeited.

(2) In every such case the person whose pension is so forfeited is disqualified to make any application for a new pension until the expiration of twelve months from the date of the forfeiture.

(3) Every application made by any such person for a new pension shall be subject in all respects to the same provisions as if no former pension had been granted to that person.

(4) This section shall extend and apply to all persons whose pensions have been forfeited before the passing of this act.

59. (1) So long as an order is in force suspending a pension certificate all instalments which would otherwise become due and payable during that period shall be forfeited.

(2) If any period of suspension is such as to extend beyond the expiration of the year in which the order of suspension is made, the order shall apply so far as regards the residue of that period to any pension certificate issued for the next succeeding year.

60. In every case in which a pension certificate is suspended or canceled, the magistrate so suspending or canceling the same shall forthwith send to the commissioner a notice under the hand of the magistrate setting forth the terms of the order so made by him and the grounds thereof.

61. Every person commits an offense who receives any money in consideration of or in respect of the procuring of any pension or pension certificate, and in the case of any licensed Maori interpreter so committing an offense his license as such interpreter shall be canceled.

62. Every person who commits an offense under this act for which no penalty is elsewhere provided is liable to a fine not exceeding ten pounds.

63. (1) All proceedings under this act, whether in respect of an offense heretofore or hereafter committed, or of moneys recoverable under section fifty-two or section fifty-five hereof, shall be taken before a magistrate alone, and may be so taken at any time not exceeding six months from the time when the facts first came to the knowledge of the commissioner.

(2) In all such proceedings the registrar, or other person appointed by the commissioner, may appear on behalf of the commissioner, and the fact that any person so appears shall be sufficient evidence of his authority so to do.

Miscellaneous.

64. Notwithstanding anything in the foregoing provisions of this act, a person who is in receipt of a pension under any part thereof shall not be entitled to receive a pension under any other part thereof.

65. A pension under this act shall be inalienable, whether by way of assignment, charge, execution, bankruptcy, or otherwise howsoever.

66. Every statutory declaration required by this act, or adduced in proof of any particular required to be proved on the investigation of any claim or income and property statement, may be made before any justice, solicitor, constable, registrar, or clerk of court, or postmaster, or the commissioner.

67. No stamp duty shall be payable on any statutory declaration, receipt, or other document made or given for the purposes of this act.

68. The minister shall from time to time, without further appropriation than this act, pay out of the consolidated fund into the post-office account, by way of imprest, whatever moneys are necessary in order to enable the instalments of pensions granted under this act to be paid out of such account, and the postmaster general shall thereupon pay such instalments accordingly.

69. All expenses incurred in administering this act (other than the payment of pensions) shall be payable out of moneys to be from time to time appropriated by Parliament.

70. The minister shall, within thirty days after the close of each financial year ending the thirty-first day of March, prepare and lay before Parliament if sitting, or if not sitting, then within fourteen days after the commencement of the next session, a statement showing for such year—

- (a) The total amount paid under this act in respect of old-age pensions, widows' pensions and military pensions separately;
- (b) The total amount so paid in respect of other than pensions;
- (c) The total number of pensioners;
- (d) The total amount of absolutely forfeited instalments; and
- (e) Such other particulars as are prescribed.

71. (1) This act, in so far as it provides for the grant of pensions, shall not apply—

- (a) In the case of pensions under part I or part II hereof, to aboriginal Maoris of New Zealand to whom moneys other than pensions are paid out of the sums appropriated for native purposes by the Civil List Act, 1908; nor
- (b) To aliens; nor
- (c) In the case of pensions under part I hereof, to naturalized subjects, except such as have been naturalized for the period of one year next preceding the date on which they establish their pension claims; nor
- (d) To Chinese or other Asiatics, whether naturalized or not, and whether British subjects by birth or not.

(2) Subject to the provisions of paragraph (a) of the last preceding subsection, this act applies to aboriginal Maoris of New Zealand: *Provided*, That on the investigation of any such Maori's pension claim for an old age pension his evidence as to his age shall be required to be corroborated to the satisfaction of the magistrate.

(3) For the purposes of this section a woman who ceased to be a British subject by reason merely of her marriage with an alien since deceased or from whom she is legally separated shall not be deemed to be an alien.

72. In determining the claim of any aboriginal Maori to a pension under part I or part II hereof, in so far as the same may be affected by rights or property held or enjoyed otherwise than under defined legal title, the magistrate shall be guided by the following rules:

- (a) In respect of "income," any customary rights used or capable of being used in respect of land the title to which has not been ascertained, but which is enjoyed or is capable of enjoyment, shall be assessed and determined by such evidence and in such manner as the magistrate in his discretion considers proper;
- (b) In respect of "accumulated property," the interest in land or other property held or enjoyed under native custom, or in any way other than by defined legal title, shall be assessed and determined by the magistrate in manner aforesaid, with the view of arriving as nearly as may be at a decision as to the net capital value thereof for the purposes of this act; and the decision of the magistrate thereon shall be final.

73. (1) Every pension granted under this act shall be deemed to be granted and shall be held subject to the provisions of any amending or repealing act that may hereafter be passed, and no pensioner under this act shall have any claim for compensation or otherwise by reason of his pension being affected by any such amending or repealing act.

(2) A notification of the last preceding subsection shall be printed on every pension certificate.

74. (1) The governor in council may from time to time make regulations under this act relating to any of the following purposes or matters:

- (a) The procedure in all judicial proceedings (other than criminal proceedings) under this act;
- (b) The recording or registration of pension claims, pension certificates, and all other matters and proceedings in relation to pensions under this act;
- (c) The duties of the commissioner, registrars, postmasters, and magistrates under this act;
- (d) The transfer of pension certificates from the register of one district to the register of another district;
- (e) The issue of duplicate pension certificates in lieu of certificates lost or destroyed;
- (f) The forms of instruments required or authorized by this act;
- (g) The mode of payment of pensions;
- (h) All other matters in respect of which regulations are contemplated or required by this act, or which the governor deems necessary or admissible for the proper administration of this act.

(2) Such regulations shall be laid on the table of the House of Representatives within ten days after the commencement of each session, and referred to such sessional committee for report as the House directs.

75. (1) The acts mentioned in the schedule hereto are hereby repealed.

(2) The districts into which New Zealand was on the commencement of this act divided for the purposes of the repealed enactment shall be deemed to have been constituted under this act.

(3) The commissioner appointed under the Old-age Pensions Act, 1908, shall be deemed to have been appointed commissioner of pensions under this act.

(4) All appointments of officers made under the repealed acts and in force on the commencement of this act shall be deemed to have been made under this act.

(5) Every pension existing on the commencement of this act shall be deemed to have been granted under this act; and all applications, investigations, and proceedings pending under any act hereby repealed may be dealt with and completed under the corresponding provisions of this act.

SCHEDULE—ACTS REPEALED.

1908, No. 136.—The Old-age Pensions Act, 1908.

1908, No. 245.—The Old-age Pensions Amendment Act, 1908.

1909, No. 22.—The Old-age Pensions Amendment Act, 1909.

1910, No. 45.—The Old-age Pensions Amendment Act, 1910.

1911, No. 14.—The Old-age Pensions Amendment Act, 1911.

1911, No. 16.—The Widows' Pensions Act, 1911.

1912, No. 21.—The Widows' Pensions Amendment Act, 1912.

1912, No. 36.—The Military Pensions Act, 1912.

REGULATIONS UNDER THE PENSIONS ACT 1913.

PENSIONS DEPARTMENT,

HEAD OFFICE, *Wellington, 23d October, 1913.*

To registrars:

The various acts relating to old age, widows', and military pensions have been consolidated in the Pensions Act, 1913, copy of which is herewith forwarded for your future guidance. The opportunity has also been taken of consolidating all existing departmental instructions in this circular, which is to supersede all previous circulars, now hereby withdrawn.

The act above referred to, besides being a consolidating measure includes a number of important amendments, which, taken in their sequence, are as follows:

SEC. 2. Definition of income.—Friendly society benefits (par. *b*); relief by way of charity from any source up to £52 in any year (par. *c*); grants from Gold-miners' and Coal-miners' Relief Funds (par. *d*); reasonable expenditure of capital (par. *g*); property received from deceased husband or wife (par. *h*); and gifts from relatives up to £52 in any year—are now exempt as income for purposes of both old-age and widows' pensions.¹

SEC. 16. Definition of child (widows').—The widow's pension is extended to include stepchildren, and also children legally adopted during the lifetime of the applicant's husband.

SEC. 20. Description of property (widows').—In addition to furniture and personal effects exempted by previous legislation, the home of a widow to the value of £340—subsection 1—is now excluded from the computation of the pension. Similarly to section 10 (3), subsection (2) of this section provides that any increase in the valuation of a property used as a home subsequent to the original granting of the pension shall not affect the amount of pension.

SEC. 27. Anticipated income (old-age and widows').—Under this section any applicant who at the date of application is due to receive income, either by way of earnings, superannuation or otherwise, at the rate of the disqualifying amount will not be eligible for the pension.

SEC. 28. Date of Payment.—Provision is herein made for paying the January instalments of all classes of pensions before Christmas.

SEC. 30. Magistrates' investigation (old-age and widows').—It is herein provided—subsection (3)—that all applications shall be determined by the magistrate in chambers, the public examination in open court being done away with.

SEC. 36. Transferred property (old-age and widows').—The magistrate is herein empowered—subsection (2)—to include property disposed of by will by the wife or husband of an applicant in the computation of the pension. The practice has grown under the previous law of persons with considerable estate leaving their property to children, thus enabling the widow (or widower) to qualify for the pension. The new provision has been designed to prevent this, and it will therefore be necessary in future to look closely into the position of all property previously owned by the deceased husband or wife of an applicant.

SEC. 46. Pensioners in homes.—The payment of instalments of military pensions, but not of widows' pensions, to the governing body of a home or hospital is herein authorized on production of a warrant which will be similar to that already in use for old-age pensions. Registrars are therefore required to issue such warrants as are necessary, and it is desired that military pensions be included in a separate warrant for convenience at head office.

SEC. 53. Altered circumstances of pensioner.—This provision (formerly section 48 of the 1908 O. A. P. Act) for old-age pension purposes by the inclusion of the income or property of a husband or wife.

SEC. 54. Accrued amounts.—Provision is here made for paying amounts accrued to date of death in respect of both old-age and military pensions. The same care is to be exercised by registrars, in regard to both classes of pension, in recommending payment in necessitous cases only. Widows' pensions at death are of course payable to the guardian of the children in terms of section 21 of the act.

SEC. 56. Penalty for fraud.—An alternative penalty by way of fine is now provided for in lieu of imprisonment.

SEC. 57. Convictions for drunkenness.—The compulsory provisions under the old law (section 12, 1908 O. A. P. amendment) for the forfeiture of one or more instalments of pension for drunkenness have been repealed, and the commissioner is now empowered to pay an agent, or to suspend payment as may be deemed desirable. It will still be necessary for all convictions to be notified to head office on Form 23 as previously. The power, of course, still remains with the magistrate to refuse the renewal of a pension if the habits of the pensioner warrant it.

Section 64 makes it perfectly clear that no one person shall be entitled to claim more than one class of pension payable under the act.

¹ Sections relating solely to old-age and military pensions omitted.

NOTE.—Under section 12 (1) provision is made for an old-age pension applicant being eligible to claim the full pension immediately he ceases work if his income did not exceed £2 12s. 6d. a week. A widow's personal earnings are exempted up to £100 per annum in any case.

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1915-1916: Statistics of aid granted in 12 counties for year ending June 30, 1915, p. 39-40; in 16 counties for year ending June 30, 1916, p. 40.
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193. ——— Quarterly bulletin, Jan. 1914.
Operation of Mothers' compensation act to June 30, 1913: p. 7-8.
194. **Denver. Dept. of social welfare.** 1st-2d annual reports of the Social welfare department of the city and county of Denver, 1913-1914. [Denver, The W. H. Kistler stationery co., 1914-15.]
1913: Outdoor relief department, mothers' compensation, p. 70-72.
1914: Outdoor relief, p. 96-97; mothers' compensation, p. 101-102.
195. **Lindsey, Ben B.** The mothers' compensation law of Colorado. Survey, Feb. 15, 1913, v. 29: 714-716.
196. **Mothers' compensation act in Colorado.** Journal of education, Feb. 27, 1913, v. 77: 239.

197. **Vaile, Gertrude.** Administering mothers' pensions in Denver. Survey, Feb. 28, 1914, v. 31: 673-675.
198. ——— Public administration of charity in Denver. (*In National conference of charities and correction. Proceedings, 1916, p. 415-418.*)

CONNECTICUT.

199. **Connecticut. Commission on public welfare.** Report of the Commission on public welfare, under authority of chapter 163 of the Public acts of 1917 and House Joint resolution 104 of the 1917 session of the General assembly. Hartford, published by the State, 1919. 136 p. 23^{cm}.
Recommendation that General assembly consider adoption of mothers' pension law for Connecticut: p. 19.
- 199a. ——— *Department of State agencies and institutions.* Law, policies and rules of the Department of State agencies and institutions in relation to State aid to widows with dependent children. Hartford, Conn., 1919. 14 p. 18½^{cm}.
Robert O. Eaton, agent.
Includes the text of the act providing aid to widows enacted in 1919.
200. **Connecticut State federation of churches. Committee on social service.** A survey of proposed social legislation in Connecticut. Middletown, Conn., March, 1919. [8] p. 21½^{cm}.
Widows' pension bills before the legislature: p. 2.
- 200a. **Connecticut legislation.** Survey, June 14, 1919, v. 42: 436-437. •
Criticism of the mothers' pension bill adopted in 1919. The bill which had the support of the social workers of the state was defeated.

DELAWARE.

201. **Delaware. Secretary of State.** State manual containing official list of officers, boards, commissioners and county officers, 1917-1918. Milford, Del. Milford Chronicle publishing company [1918] 24 p.
Mothers' pension commission: p. 19.
202. **Richardson, C. Spencer.** Dependent, delinquent and defective children of Delaware. New York city, Russell Sage foundation, 1918. 88 p. 23^{cm}. ([Russell Sage foundation, New York. Dept. of child-helping. Pamphlets] CH36.)
Mothers' pensions: p. 83-84.

DISTRICT OF COLUMBIA.

203. **Baldwin, William H.** Making the deserter pay the piper. The District of Columbia plan of paying prisoners' wages to their deserted wives. Survey, Nov. 20, 1909, v. 23: 249-252.
204. **DeLacy, William H.** Family desertion and non-support. Survey, Feb. 5, 1909, v. 23: 678-680.
On the District of Columbia plan of paying prisoners' wages to their deserted wives.
205. **District of Columbia. Board of children's guardians.** 15th annual report of the Board of children's guardians for the fiscal year ended June 29, 1918. Washington, Govt. print. off., 1918. 15 p.
Recommended the enactment of the mothers' pension bill for the District before the 65th Congress (H. R. 11981): p. 7-8. Bill places the administration of proposed aid in the Board of children's guardians.

FLORIDA.

206. **Florida. Mothers' pension commission.** Report of Mothers' pension commission, as provided for by legislative act of 1915. (In Florida. House journal, 1917, p. 210-211.)

Commission asked for its continuance to 1919 in order to make a survey of the counties of the State.

207. **Hart, Hastings H. and C. L. Stonaker.** A social welfare program for the State of Florida, prepared at the request of His Excellency, Sidney J. Catts, Governor, and the cabinet of State officers. New York city, Russell Sage foundation, 1918. 44 p. 23cm. (Russell Sage foundation, New York, Dept. of child helping, Pamphlets CH35.)

Report recommended study of mothers' pension legislation in other States, with a view to adopting law for Florida: p. 34.

GEORGIA.

208. **Georgia.** Bill to be entitled an act to provide for the relief of poor mothers, dependent and neglected children: to provide a mothers' pension under certain circumstances, and confer jurisdiction thereof upon the court of ordinary in the several counties of this State.

Typewritten copy of bill introduced in Georgia House in 1917 by Mr. Culpepper of Meriwether and Mr. Walker of Bleckley. Bill passed the committee on pensions but no action was taken by the House before adjournment.

IDAHO.

209. **Mothers' pensions in Idaho.** Child welfare magazine, Nov. 1913, v. 8: 104.

ILLINOIS.

210. **Abbott, Edith.** The administration of the Illinois "Funds to parents" laws. (In U. S. Bureau of labor statistics. Bulletin, no. 212, p. 818-834.)

Paper read before the Conference on social insurance, Washington, D. C. Dec. 8, 1916.

211. ——— The experimental period of widows' pension legislation. (In National conference of social work. Proceedings, 1917, p. 154-165.)

Issued also as no. 125 of Reprints of Reports and addresses of the National conference on social work.

212. **Bowen, Mrs. Louise Hadduck (de Koven).** Safeguards for city youth at work and at play. New York, The Macmillan co., 1914. xv, 241 p. 19½cm.

Widows' pension act in Illinois: p. 98-100.

213. **Breckinridge, Sophonisba P.** The care of needy families in their home. Sources of dependency in Chicago. Chicago, General educational committee on Chicago philanthropy. [n. d.] 6 p. (Studies in Chicago philanthropy, v. 1, no. 3.)

214. ——— . . . The delinquent child and the home. by Sophonisba P. Breckinridge . . . and Edith Abbott . . . with an introduction by Julia C. Lathrop . . . New York, Charities publication committee, 1912. x, 355 p. incl. illus. 24cm. (Russell Sage foundation publications.)

Includes statistics of children of working mothers coming before the juvenile court of Chicago.

- 214a. **Carstens, Christian C.** Public pensions to widows with children; a study of their administration in several American cities. New York city, Russell Sage foundation, 1913. 36 p. 23cm. (Publication no. 31.)

"Funds to parents act of Illinois": p. 14-23.

Chicago. Juvenile court. Cook Co. Ill. Juvenile court.

Cook County, Ill. Board of county commissioners. Charity service reports, 1913, 1915, 1916, 1917. [Chicago, 1914-18.] 4 v.

1913: Parents' pension fund statistics, p. 42-43, 292-296; Funds to parents dept. p. 259-265; Method of making a family budget, p. 297-302.

1915: Parents' pension increase, p. 12, 32-33; Statistics of pension department, p. 257-260.

1916: Parents' pension increase, p. 39-40; Summary of relief work, p. 42-49 Parents' pension fund, p. 50-55; Pension department, p. 255-277; Estimating a family budget, p. 278-298.

1917: Parents' pensions, p. 13, 47-48; Aid to mothers' division of juvenile court, p. 305-306, 347-356.

Reports of juvenile court and detention home also issued separately (see no. 218).

—— *Committee to investigate operation of juvenile court.* The Juvenile court of Cook County, Illinois; report of a committee appointed under resolution of the Board of commissioners of Cook County, bearing date August 8, 1911. . . . [Chicago, 1912.] 294 p. 23^{cm}.

Willard E. Hotchkiss, chairman of committee.

"Funds to parents act of 1911": p. 17-19.

—— *Comptroller.* Comptroller's report Cook county, Illinois, for the fiscal year ended Dec. 4, 1915, and brought down to Jan. 3, 1916. [Chicago, 1916.] 211 p.

Statement of parents' pension fund from July 1, 1911, to Nov. 30, 1915; p. 159.

—— *Juvenile court.* Juvenile court and juvenile detention home. . . . Annual reports, 1912-1917. [Chicago, 1912-1917.] 5 v.

1912: Funds to parents' statistics from March 1, 1912-Dec. 1, 1912, p. 19-30.

1913: History of Funds to parents' act, p. 14-15, 22-23; Funds to parents' dept. p. 67-73, 100-104; Method of making a family budget, p. 105-110.

1914: See no. 220 of this list.

1915: Statistics of pension dept. p. 45-48.

1916: Pension dept. p. 9-31, 89-92; Estimating a family budget, by Florence Nesbitt, p. 32-52.

1917: Aid to mothers' division, p. 9-10, 51-60.

A separate report of the juvenile court was issued for years 1913 and 1914 (see nos. 219-220).

—— ——— Report of the Cook county juvenile court for the fiscal year ending Nov. 30, 1913. Chicago, John F. Higgins, printer [1914]. 166 p.

History of Funds to parents' act; p. 12-13; Report of Funds to parents' department: p. 86-98, 112-119; Method of making a family budget: p. 120-125.

—— ——— Report of Merritt W. Pinckney, judge of Juvenile court of Cook county, Ill., for the year ending Nov. 30, 1914. Chicago [1915]. 8 p. 25¹/₂^{cm}.

Funds to parents' division: p. 4-5.

County pension law for needy mothers. Survey, Aug. 5, 1911, v. 26: 634-635.

A discussion of the Illinois Funds to parents' act adopted in 1911.

Entrikin, Jessie M. Questions in the operation of the Funds to parents' law. (*In Illinois. Institution quarterly*, March 31, 1914, p. 103.)

Graham, W. Morland. Mothers' pensions and their failure in Illinois. (*In Illinois. Institution quarterly*, Sept. 30, 1916, v. 7, p. 7-21.)

Hinrichsen, Annie. The story of Tin Town. (*In Illinois. Institution quarterly*, March 31, 1917, v. 8: 20-34.)

Mothers receiving pensions in Mt. Carmel, Ill.: p. 31-34.

225. **Hunter, Joel D.** Administration of the Funds to parents' law in Chicago. Survey, Jan. 31, 1914, v. 31 : 516-518.
226. ——— Administration of the Funds to parents' act of Illinois. (*In* Ohio. Bulletin of charities and correction, Apr. 1914, p. 11-15.)
227. ——— Funds to parents' act. Chicago, General educational committee on Chicago philanthropy [n. d.] 6 p. (Studies in Chicago philanthropy, v. 1, no. 5.)
228. ——— The Illinois widows' act [letter]. Survey, Aug. 14, 1915, v. 34 : 455.
229. ——— Some results and lessons learned from the operation of the Funds to parents' law in Cook county. (*In* Illinois. Institution quarterly, Mar. 31, 1914, p. 99-103.)
230. **Illinois. Department of public welfare.** General information and laws. Effective July 1, 1917. Compiled by Edward J. Brundage, attorney general, Springfield, Ill., Schnepf and Barnes, State printers, 1918. 272 p. 23^{cm}.
Text of mothers' pension law : p. 98-101.
231. ——— Department of visitation of children placed in family homes. Biennial report for 1914-1915. Springfield, Illinois State journal co., 1917.
Beneficial results of mothers' pension law in keeping together families : p. 8.
232. ——— State charities commission. One year of mothers' pensions in Illinois. (*In* Illinois. Institution quarterly, Dec. 31, 1914, v. 5, p. 8-16.)
Review of operation of Funds to parents' act throughout the State during 1913. For report on aid given by the counties prior to 1913 see no. 243.
233. ——— ——— Is the mothers' pension failing? (*In* Illinois. Institution quarterly, Dec. 31, 1915, v. 6, p. 10-14.)
Review of operation of Funds to parents act during 1914.
234. ——— ——— The mothers' pensions. (*In* Illinois. Institution quarterly, March 31, 1916, v. 7 : 30-32.)
Review of operation of Funds to parents' act during 1915.
235. **Illinois new mothers' pension law.** (*In* Illinois. Institution quarterly, Sept. 30, 1913, v. 4 : 35-37.)
236. **Johnson, Virgil V.** The deserted family and need of legislation in Illinois. (*In* Illinois. Institution quarterly, March 31, 1917, v. 8 : 158-159.)
237. **Juvenile protective association of Chicago.** Revised manual of juvenile laws, Juvenile protective association of Chicago . . . Comp. and rev. by Harry E. Smoot, attorney. [Chicago, Hale-Crossley printing co.] 1916. 155 p.
Aid to mothers and children : p. 14-17.
238. **Kingsley, Sherman C.** Public pensions to widows. (*In* National conference of charities and correction. Proceedings, 1912, p. 468-472.)
Printed also in The Child (Chicago), July, 1912, v. 1 : 32-42.
239. ——— The working of the Funds to parents' act in Illinois. (*In* National conference of charities and correction. Proceedings, 1914, p. 437-440.)
240. **Lies, Eugene T.** Public outdoor relief in Chicago. (*In* National conference of charities and correction. Proceedings, 1916, p. 345-355.)
Includes brief discussion of "mothers' pensions." Published also in Illinois. Institution quarterly, Sept. 30, 1916, v. 6 : 21-26.

241. **Low, Minnie F.** The "Funds to parents' act" in Chicago. Jewish charities, Feb. 1912, v. 2: 4-5.
242. ——— How the Funds to parents' laws affect private charity. (*In Illinois Institution quarterly*, Mar. 31, 1914, p. 107-109.)
243. **Martin, Vella.** Juvenile courts of Illinois, including practice of "Funds to parents" law. (*In Illinois Institution quarterly*, Sept. 30, 1913, v. 4: 219-242.)
Covers aid given under 1911 act in counties outside of Cook county.
244. **Moss, Joseph L.** The administration of the Aid to mothers' act in Cook county. (*In Illinois Institution quarterly*, June 30, 1916, v. 7: 221-223.)
245. **Mothers' pensions cut juvenile crime.** New York Times, Jan. 11, 1915.
246. **Nesbitt, Florence.** An analytical study of the standards of living, fixed by the Chicago Juvenile court in Funds to parents' cases. (*In Illinois Institution quarterly*, June 30, 1916, v. 7: 122-134.)
247. ——— Teaching home management in dependent families. (*In Illinois Institution quarterly*, June 30, 1916, v. 7: 223-225.)
See also no. 114 of this list.
248. **Paul, George F.** The mothers' pension law in Illinois. Child welfare bulletin (Peoria, Ill.) Sept. 1912, v. 1: 2-3.
249. **Pensions for mothers.** Public, Nov. 24, 1911, v. 14: 1194-1195.
On the administration of the Illinois Funds to parents' act.
250. **Pinckney, Merritt W.** Funds to parents' act. (*In Kansas conference of charities and corrections. Proceedings*, 1912, p. 56-69.)
251. ——— Probation of juvenile delinquents. (*In Illinois Institution quarterly*, Mar. 31, 1915, p. 176-183.)
Funds to parents' division: p. 179-180.
252. ——— Proposed "Funds to parents" act for Illinois. Child (Chicago) Apr., 1913, v. 2: 30-32.
253. ——— Public pensions to widows, experiences and observations which lead me to favor such a law. (*In National conference of charities and correction. Proceedings*, 1912, p. 473-480.)
Printed also in *The Child* (Chicago) July, 1912, v. 1: 43-50.
254. **Stone, Clyde E.** The new mothers' pension law [Illinois]. Child-welfare bulletin, Oct. 1913, v. 2: 8-9.
255. **Taylor, Graham.** Parents' fund act—attack and defence. Chicago daily news, June 29, 1912.
256. **Van Nostrand, Myra B.** Some dangers in the operation of Funds to parents' law. (*In Illinois Institution quarterly*, Mar. 31, 1914, p. 110-111.)
257. **Witter, John H.** The Illinois funds to parents' act. Child (Chicago) March, 1912, v. 1: 28-30.

INDIANA.

258. **Butler, Amos W.** Adequate relief to needy mothers in Indiana. (*In National conference of charities and correction. Proceedings*, 1914, p. 440-441.)
259. ——— Official poor relief and the State [and discussion]. (*In Indiana Bulletin of charities and correction*, Sept. 1914, p. 424-434.)
Opposed to adoption of a "mothers' pension" law in Indiana on ground that existing relief machinery is adequate.

260. Duncan, W. C. Relief by boards of children's guardians [and discussion]. (*In* Indiana. Bulletin of charities and correction, Dec. 1916, p. 475-481.)

Paper read at 6th annual conference of Indiana Children's bureau, Oct. 1916. Discusses powers and procedure of county boards of children's guardians in caring for dependent children.

261. Edmondson, Edna E. H. State aid to mothers of dependent children. (*In* Indiana. Bulletin of charities and correction, Sept. 1915, p. 418-420.)

Paper read before Indiana Children's bureau, Madison, Oct. 17, 1914, in support of a "mothers' pension" law for Indiana.

262. Fitzgibbon, T. F. Mothers with dependent families. Indiana. Bulletin of charities and correction. Dec. 1916, p. 452-461.

Presents the results of a questionnaire sent out by a committee of the Indiana Children's bureau on the operation of mothers' pension laws in the various States. General conclusion is that existing laws in Indiana are ample, if adequately and efficiently administered.

263. Indiana. Board of State charities. The Indiana bulletin of charities and correction. March, 1913.

Statement of attitude of Board of State charities to a mothers' pension bill for Indiana: p. 83-84.

264. ——— 27th-28th annual report for 1915-1917.

1915-1916: View of secretary of the board that "mothers' pensions" are not needed in Indiana, p. 128, 179.

1916-1917: Boarding-out. Work of county boards of children's guardians, p. 23-24.

265. ——— *Laws, statutes, etc.* A resolution for the appointment of a commission to investigate and report on a mothers' pension bill. (Senate concurrent resolution no. 4, [1915]). (*In* Indiana. Bulletin of charities and correction. March, 1915, p. 27.)

Commission authorized by this resolution was never appointed.

266. ——— An act to amend section 5 of an act entitled "An act to establish a board of children's guardians in each county" (Acts 1919, chap. 95.) (*In* Indiana. Bulletin of charities and correction. March, 1919, p. 30-31.)

Amendment definitely authorizes boards of children's guardians to board out dependent children with their own mothers.

267. Van Nuys, Ashton M. The scope and possibilities of the board of children's guardians law [and discussion]. (*In* Indiana. Bulletin of charities and correction. June, 1918, p. 271-276.)

IOWA.

268. Briggs, John E. Social legislation in Iowa. Iowa city, State historical society of Iowa, 1914. 65 p. (Iowa applied history series, ed. by B. F. Shambaugh, v. 2, no. 9.)

Legislation concerning pensioners: p. 35-36.

269. Degraff, Lawrence. Widows' pensions [and discussions]. (*In* Iowa conference of charities and correction. Proceedings, 1913, p. 66-75.)

On the administration of "mothers' pensions" in Polk co., Iowa (Des Moines), July 1-Nov. 1, 1913.

270. **Gillin, John Lewis.** . . . History of poor relief legislation in Iowa. Iowa city, Ia., State historical society of Iowa, 1914. xiv, 404 p. (Iowa social history series, ed. by B. F. Shambaugh.)
Advocates placing supervision of mothers' pensions under State board of control.
271. ——— Poor relief legislation in Iowa. Iowa city, Ia., State historical society of Iowa, 1914. 37 p. (Iowa applied history series, ed. by B. F. Shambaugh, v. 2, no. 11.)
"Mothers' pensions": p. 24-26.
272. **In re Application for support of minor children.** *Debrot v. Marion county* (Supreme court of Iowa, Feb. 19, 1914). *Northwestern reporter* v. 145:467-470.
Court held that a divorced woman whose husband is alive is not a widow within the meaning of Sec. 254-a20 of Iowa Code and therefore not entitled to pension under that section.
273. **McClenahan, Bessie A.** The Iowa plan for the combination of public and private relief. Iowa city, Ia., The University, 1918. 73 p. (University of Iowa monographs. Studies in the social sciences v. 5, no. 3.)
Discussion of widows' pensions: p. 22-23, 36-37.
274. ——— The social survey. [Iowa city, Iowa] The University [1916] 22 p. (University of Iowa extension bulletin. 1st. ser., No. 7. Dec. 1, 1916. Bulletin no. 26.)
Includes discussion of widows' pension law of Iowa.
275. **Tibbott, Mabel.** Practical workings of widows' pensions and blind pensions laws in Iowa. (*In Iowa State conference of charities and correction. Proceedings, 1916, p. 46-51.*)
276. **Weinstock, Mrs. Sam.** Widows' pensions: their good and bad features, proposed remedies for the Iowa situation. (*In Iowa conference of charities and correction. Proceedings, 1914, p. 26-28.*)

KANSAS.

277. **Bresette, Linna E.** Hours and wages of working women and girls. (*In Kansas conference of charities and correction. Proceedings, 1914, p. 65-67.*)
Recommendation of the Kansas State department of labor and industry for adoption of a mothers' compensation law.
278. **Charles, H. W.** A system of welfare laws. (*In Kansas conference of charities and correction. Proceedings, 1916, p. 31-36.*)
Recommendations included a State-wide mothers' pension law administered by county boards of public welfare.
279. **Kansas.** Mothers' pension law. Senate bill no. 60 by Senator W. M. Pierce of Lyon county . . . endorsed by the State probate judge's association and the State federation of women's clubs. Emporia, Kansas, Gazette printer [1915?] 8 p.
Differs from the bill enacted in 1915 in that it placed the administration of aid in juvenile court instead of with county commissioners.
280. ——— *Board of control of State charitable institutions.* Sixth biennial report for the two years ending June 30, 1916. Topeka, Kansas, State printing plant, 1916. 299 p.
"Funds to parents' act": p. 2-3.
281. ——— Report from the county clerks to the Board of control for the year July 1, 1915-July 1, 1916, as to amount of money expended for charitable purposes.
Typewritten. Includes statistics of mothers' aid.

282. **Kansas conference of charities and correction.** Proceedings of 13th annual session, Lawrence, Kansas, Dec. 5-6, 1912. Topeka, State printing office, 1913.

Resolution indorsing principle of mothers' pensions. Similar resolutions were adopted also at the 1914, 1915 and 1916 conferences favoring juvenile court as the administrative agency.

283. ——— Proceedings of the 15th annual session, Lawrence, Kansas. Nov. 19-21, 1914. Topeka, State printing office, 1914.
Round table on the subject of "mothers' pensions": p. 51-56.

LOUISIANA.

284. **Mothers' pension board proposed to study State method.** New Orleans Item, July 11, 1917.

On the resolution for the appointment of a mothers' pension commission introduced by Senator Stafford in 1917 session. No action taken by the legislature.

285. **New Orleans welfare officials favor widows' pensions.** New Orleans Item, July 15, 1917.

MAINE.

286. **Aid to mothers with dependent children.** (*In Maine charities and correction quarterly bulletin*, July, 1915, v. 2, no. 3, p. 14-36.)

Text of bill before the Maine legislature in 1915 together with the discussion upon it in the Senate and House. The bill, which followed in its main outlines the Massachusetts law, passed the Senate but was indefinitely postponed by the House. A different bill was passed in 1917.

287. **Maine. State board of charities and correction.** 4th annual report covering the year ending Nov. 1, 1916. Waterville, Sentinel publishing company, 1916. (*Its Quarterly bulletin*, Jan. 1917.)

Recommended the adoption of a law for aid to mothers with dependent children: p. 11.

288. ——— Mothers' with dependent children. (*In its Quarterly bulletin*, April, 1917, p. 16-17.)

Summarizes the provisions of the mothers' aid law passed in 1917.

289. ——— Mothers' aid. (*In its Quarterly bulletin*, Oct. 1917, p. 67-68.)

Instructions to municipal boards of mothers' aid. Appointment of Augusta board.

290. ——— Mothers' aid, how it is granted. (*In its Quarterly bulletin*, Jan. 1918, p. 21-24.)

291. ——— Mothers' aid. (*In its Quarterly bulletin*, April, 1918, p. 76-77; July, 1918, p. 167; April, 1919, p. 74.)

Notes on administration with number of applications received during first year.

- 291a. ——— Outline of social legislation enacted by the 79th legislature. (*In its Quarterly bulletin*, April, 1919, p. 51-56.)

Changes in mothers' aid law: p. 51-52.

292. ——— *State board of mothers' aid.* Digest of mothers' aid law. July, 1919. [Augusta, 1919.] 3 p. 12 $\frac{1}{2}$ ".

MARYLAND.

293. **Beveridge, W. E.** The fight for mothers' pensions in Maryland. Maryland suffrage news, April 20, 1918, p. 23.

Reviews the history of the law adopted in 1916, the difficulties which rendered it inoperative and the unsuccessful attempts made to pass a new law in 1918.

294. **Committee of 100, Baltimore.** Copy of mothers' pension bill, issued by Committee of 100. Baltimore [1916?]. 9 p.
295. **Maryland discussion of widows' pensions.** Survey, Dec. 18, 1913, v. 31:305.
296. **Pensions for widow-mothers. Maryland needs it. Facts worth knowing. What is meant by pensions for widow-mothers?** [Baltimore, 1916?] 4 p. 23^{cm}.
Leaflet issued by Committee of 100 in support of proposed Maryland law.

MASSACHUSETTS.

297. **Abbott, Edith.** Massachusetts report on widows' pensions [with comment by Professor Foerster] American economic review, Sept., 1913, v. 3:739-745.
For report referred to see no. 311 of this list.
298. **Administering the Massachusetts mothers' act.** Survey, Dec. 13, 1913, v. 31:285.
299. **Association of justices of district police and municipal courts of Massachusetts. Committee on law and procedure.** Report on criminal remedies in Massachusetts for failure to furnish support. [n. p.] 1916. 52 p. 23^{cm}. (Report no. 7, August, 1916.)
300. **Boston children's aid society.** 52d annual report of the Boston children's aid society for the year ending Sept. 30, 1916. Boston, pub. by the society, 1917. 56 p.
"The mothers' aid law: a crisis in administration": p. 9-14.
301. **Brookline, Mass. Overseers of the poor.** Reports for years 1914-1918. 5 v.
Includes statistics of mothers' aid.
302. **Davis, Michael M., jr.** Food supply in families of limited means. A study of present facts of the food problem in Boston families by six welfare agencies . . . Boston, League for preventive work, 1917. 24 p.
303. **Dawson, Miles M.** [Discussion of papers on mothers' pensions at Conference on social insurance, Washington, D. C., Dec. 8, 1916]. (In U. S. Bureau of labor statistics. Bulletin, 212, p. 835-837.)
On the expenditure for industrial life insurance of mothers' aid families in Massachusetts.
304. **Foerster, Robert F.** Relief of widows [letter with comment by P. R. Lee]. Survey, May 17, 1913, v. 30:253-255.
Reply to Porter R. Lee's criticism of the report of the Massachusetts commission on the children of widows.
305. **Four years' experience in mothers' aid.** Survey, Jan. 11, 1919, v. 41:506.
Review of report of Massachusetts State board of charity for year ended June 30, 1917.
306. **Goodhue, Frank W.** Problems of administration of mothers' aid: discussion. (In National conference of social work. Proceedings, 1918. p. 365-367.)
307. **A half million dollars in widows' pensions.** Survey, Dec. 26, 1914, v. 33:336.
308. **Lee, Porter R.** The Massachusetts report on the relief of widows. Survey, April 26, 1913, v. 30:134-136.
309. **Maloney, Mrs. Elizabeth F.** Some specific problems arising out of the operation of the mothers' aid law.
Typewritten copy of paper read at Massachusetts State conference of charities, Lowell, October 27, 1916.

310. **Massachusetts. Bureau of statistics.** Report of a special inquiry relative to dependent families in Massachusetts receiving mothers' aid. [Boston, 1918.] 69 p.
 Reprint of Appendix A of Report of the special recess committee on social insurance, 1918 (Sen. Doc. no. 244).
 Data obtained from the records of the State board of charity and tabulations made and report prepared under the direction of the Bureau of statistics. Besides information relating to wages, occupations, causes of death or incapacity of the fathers, size and condition of the families, report includes analysis of data with reference to insurance.
311. ——— *Commission on support of dependent minor children of widowed mothers.* . . . Report of the commission on the support of dependent minor children of widowed mothers. Jan. 1913. Boston, Wright and Potter printing co., state printers, 1913. 189 p. 23 cm. ([General court, 1913] House. [Doc.] no. 2075.)
 Members of the Commission: Robert F. Foerster, chairman, Mrs. Clara C. Park, secretary, David F. Tilley. Minority report signed by David F. Tilley.
 Besides the reports of the commission contains the report of the investigator, Ralph E. Heilman, on Massachusetts methods of helping widowed mothers with dependent children (p. 40-166).
 Bill recommended by the Commission: p. 37-38. For discussion of the report see nos. 297, 304, 308 of this list.
312. ——— *Governor.* Address of his Excellency Samuel E. McCall to the two branches of the legislature of Massachusetts. Jan. 3, 1918. Boston, Wright and Potter printing co., State printers, 1918. 18 p.
 Discusses study of Massachusetts families receiving mothers' aid (see no. 310) and urges adoption of system of health insurance: p. 10-11.
313. ——— *Laws, statutes, etc.* A manual of laws relating to the State board of charity of Massachusetts . . . Boston, Wright and Potter printing co., State printers, 1915. 315 p. 23½^{cm}.
 "An act to provide for suitably aiding mothers with dependent children": p. 83-85.
314. ——— *Special commission on social insurance.* Report of the Special commission on social insurance. Jan. 15, 1918. Boston, Wright and Potter printing co., State printers, 1918. 178 p. incl. tables, diagrs. 23^{cm}. ([General court, 1918.] Senate [Doc.] 244.)
 Herbert A. Wilson, chairman.
 Appendix A. Report of a special inquiry relative to dependent families in Massachusetts receiving mothers' aid: p. 73-141. See note under no. 310.
315. ——— *State board of charity.* Annual report, 35th-39th, 1913-1917. Boston, 1914-1918. 5 v.
 Supervision of mothers' aid: 1913, pt. 1, p. 128-134; 1914, pt. 1, p. 100-109; 1915, pt. 1; p. 157-174; 1916, pt. 1, p. 119-141; 1917, pt. 1, p. 112-131.
316. ——— ——— Tentative statement of general policies governing new form of aid.
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349. **Fairbank, Alfred.** Mothers' pensions in Missouri. (*In* National conference of charities and correction. Proceedings, 1914, p. 442-444.)

350. **Halbert, L. A.** The widows' allowance act in Kansas City. *Survey*, Feb. 28, 1914, v. 31: 675-676.

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356. ———— A complete revision of the laws for the welfare of Missouri children. Prepared by the Missouri Children's code commission, appointed by the Governor to revise and codify the laws relating to children, for submission to the 49th General assembly. December, 1916. [n. p.] 160 p. 23^m.
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361. ———— *Juvenile court.* Report of juvenile court and probation officer for year 1914 and 1915. St. Louis, Mo., 1917. 53 p.
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435. **Taylor, Ruth.** The problem of Westchester courts and how a public agency is meeting them. (*In New Jersey State conference of charities and correction. Proceedings, 1917, p. 132-143.*)
Mothers' allowances: p. 135-141.
436. **Wallace, Richard W.** The future of institutions for children in New York State [and discussion]. (*In New York State conference of charities and correction. Proceedings, 1915, p. 260-271, 293-294.*)
Effect of mothers' pension law on commitments to institutions: p. 263-266, 293-294.
437. **Weiner, Cecil B.** County boards of child welfare [and discussion] (*In New York State conference of charities and correction. Proceedings, 1916, p. 136-146.*)
438. **Westchester co., N. Y. Commissioner of charities and correction.** 1st annual report of the Commissioner of charities and correction of Westchester county, New York, Jan. 1, 1917-Dec. 31, 1917. East View, N. Y., 1918. 187 p.
Report of the Department of child welfare, including widows' allowances: p. 119-176.
439. **Westchester co., N. Y. Superintendent of the poor.** Reports of the Superintendent of poor of Westchester county for the period Nov. 1, 1914-Dec. 31, 1916.
1914-1915: Children's department, p. 40-54.
1915-1916: Allowances to mothers, p. 39-45; economic status of families before granting of allowances, p. 45-47; cost of family and home care, p. 48-49; results of allowance system, p. 49-50; problems of family upbuilding, p. 50-53.
For 1917-1918 report see no. 438.
440. **Widows' pension bill for New York State.** *Survey*, Mar. 28, 1914, v. 31: 791.

441. **Widows' pension bills in New York.** Survey, Feb. 13, 1915, v. 33: 528-529.
Discusses the various bills before the State legislature in 1915.
442. **Widows' pension fund of \$20,000 a year.** Survey, Oct. 3, 1914, v. 33: 1.
On the grant of the Rockefeller foundation to the New York association for improving the condition of the poor.
443. **Widows' pension money all allotted.** Survey, Mar. 18, 1916, v. 35: 725.
444. **Widows' pensions adjunct to be employment bureau for orphan children.** New York evening world, May 14, 1919.
On the branch of the State employment bureau established in the office of the New York city child welfare board for the purpose of aiding widows under the care of the board to find suitable jobs for their children of working age.
445. **Widows' pensions in New York.** [letter from Mary K. Simkhovitch for the Committee on widows' pensions of the Association of neighborhood workers]. Survey, Mar. 15, 1913, v. 29: 843.
446. **Widows themselves to testify on pensions.** Survey, Dec. 13, 1913, v. 31: 285-286.
447. **A year of mothers' pensions in New York.** Survey, Sept. 16, 1916, p. 595-596.

NORTH CAROLINA.

448. **An act to secure the attendance of indigent children at school.** (*In North Carolina. State board of charities and public welfare. Bulletin, Jan.-April, 1919, v. 2, no. 1, p. 16-17.*)
Permits aid to extent of \$10 a month to be given family during continuance of compulsory school term.
449. **Help mothers to keep their children.** (*In North Carolina. State board of charities and public welfare. Bulletin, April-June, 1918, v. 1, no. 2, p. 2-3.*)
View is expressed that county commissioners have the power to grant aid to mothers to care for their children in their own homes. Need of county superintendents of public welfare is emphasized.
450. **National child labor committee, New York.** Child welfare in North Carolina: an inquiry by the National child labor committee for the North Carolina conference for social service, under the direction of W. H. Swift. New York city, National child labor committee, 1918. 314 p. 23^{cm}.
Recommended the enactment of a mothers' pension law for North Carolina to be administered by county boards of public welfare with supervision in a State board of public welfare.

NORTH DAKOTA.

451. **Cass county et al. v. Nixon** (Supreme court of North Dakota. Jan. 16, 1917). 161 Northwestern reporter, p. 204-206.
Decision upheld the constitutionality of the mothers' pension act of 1915.

OHIO.

452. **Adams, George S.** Mothers' pensions [and discussion] (*In Ohio. Bulletin of charities and correction*, Jan. 1915, p. 18-22.)
On the administration of mothers' pensions in Cuyahoga county, Ohio (Cleveland).
453. **Cassidy, John B.** Problems of the juvenile court in a rural county. (*In Ohio State conference on dependent children. Proceedings*, 1915, p. 52-53.)
Includes statement on administration of mothers' pensions in Logan county, Ohio.
- Cincinnati. *Juvenile court.* See Hamilton Co., O. *Juvenile court.*
Cleveland. *Juvenile court.* See Cuyahoga Co., O. *Juvenile court.*
454. **Conyngton, Mary K.** Effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children. Washington, Govt. print. off., 1918. 170 p. (Bulletin of the U. S. Bureau of labor statistics, whole no. 217. Workmen's insurance and compensation series, no. 11.)
States covered by the investigation were Connecticut, Ohio and Pennsylvania. Sections of the report deal with condition of the families before and after loss of injured wage-earner.
455. **Cuyahoga Co., O. Juvenile court.** Report of mothers' pension department April 1, 1914-Jan. 1, 1915.
456. ———— Reports for years 1915-1918.
Typewritten reports from Miss Katherine Kennedy, Mothers' pension dept. Dayton. See Montgomery Co., O.
457. **Edmonds, T. J. and Hexter, Maurice B.** State pensions to mothers in Hamilton county, Ohio. Survey, Dec. 12, 1914, v. 39: 289-290.
458. **Farr, L. T.** Allowances for mothers' pension. (*In Ohio Bulletin of charities and correction*, June, 1916, p. 56-59.)
Refers to Columblana county, Ohio.
459. **Fieser, James L.** Coordination of the work of public welfare giving agencies. (*In Ohio. Bulletin of charities and correction*, Jan. 1915, p. 66-71.)
460. **Hamilton Co., O. Juvenile court.** Annual report, Juvenile court of Hamilton county, Ohio, for the year ending Dec. 31, 1914. 15 p. 23^{cm}.
Mothers' pensions: p. 3-5.
461. **Jackson, James F.** Experience of Ohio in relieving needy mothers. (*In National conference of charities and correction. Proceedings*, 1914, p. 444-447.)
462. **Kingsley, Sherman Colver.** Survey of Cleveland agencies which are giving relief to families in their homes [by] Sherman C. Kingsley . . . Amelia Sears . . . [and] Allen T. Burns . . . [Cleveland] The Survey committee of the Cleveland foundation, 1915. 81 p. 23^{cm}. ([Cleveland foundation] Publications no. 1.)
"Mothers' pension division of the Juvenile court": p. 40-45, 74-75.
463. **Miami Co., O. Juvenile court.** Mothers' pensions. [n. p.] 8 p. 17^{cm}.
Pamphlet explaining the terms of the Ohio law with a letter to the pensioned mother.
464. **Montgomery Co., O. Court of common pleas.** First annual report, court of common pleas of Montgomery county, Ohio, division of domestic relations, from Jan. 1, 1917-Jan. 1, 1918. Dayton, 1918. 20 p. 16½^{cm}.
Mothers' pension department: p. 4-5, 18-19.

- 464a. **Montgomery Co., O.** *Court of common pleas.* Report January 1, 1918, to January 1, 1919. Typewritten.
465. **Ohio.** *Board of state charities.* Annual statistics of non-state benevolent and correctional agencies. 1915. 1 l.
466. ———— Statistics of non-state benevolent and correctional agencies for 1916. (*In Ohio. Bulletin of charities and correction.* March, 1918, v. 24, no. 1, p. 20-21.)
467. ———— Statistics of public benevolent and correctional agencies for 1917. (*In Ohio. Bulletin of charities and correction.* Feb. 1919, v. 25, no. 1, p. 34-35.)
 Gives the number of "mothers' pensions" granted in each county and the total amount expended for pensions.
468. **Ohio.** *Commission to codify and revise laws relative to children.* Report of the Commission to codify and revise the laws of Ohio relative to children. [Columbus, 1912] 72 p. 23^{cm}.
 Views of the commission regarding a mothers' pension law for Ohio: p. 6. Draft of bill: p. 27-29.
469. **Ohio.** *Laws, statutes, etc.* The mothers' pension act. A law providing for pensions for needy mothers, codifying the child labor laws and providing aid for needy blind persons. Columbus, O., The F. J. Heer printing co., 1913. 52 p. 24^{cm}.
470. **Spencer, William A.** Child welfare needs and child welfare agencies in Cincinnati. (*In Ohio. Bulletin of charities and correction.* June, 1915, p. 8-22.)
 Mothers' pensions granted in Cincinnati: p. 18-19.
471. **Widows' pensions adopted in Cincinnati.** Survey, April 25, 1914. v. 32: 89-90.

OKLAHOMA.

472. **National child labor committee, New York.** Child welfare in Oklahoma; an inquiry by the National child labor committee for the University of Oklahoma, under the direction of Edward N. Clopper . . . New York city, National child labor committee [1918]. 285 p. front. (map). 23^{cm}.
 The section on Poor relief, by Eva Joffe gives the results of an inquiry into the operation of mothers' pensions throughout the State (p. 208-215). Included also is a brief statement on the aid granted under the "scholarship" law enacted in 1909. The report recommended State supervision of mothers' pensions through a State child welfare division in the State department of charities and correction.

OREGON.

473. **Four months of mothers' pensions in Oregon** (editorial). *Nation*, Nov. 6, 1913, v. 97: 425.
474. **Hayhurst, Elizabeth.** How pensions for widows were won in Oregon. *Child-welfare magazine*, March, 1913, v. 7: 248-249.
475. **Multnomah co., Oreg.** *Juvenile court.* The juvenile court, Multnomah county, Oregon. Annual report, May 22, 1915-June 30, 1916. Portland, Ore., Chausse Prudhomme co., printers [1916]. 34 p. 23^{cm}.
 "Mothers' pension department report from June, 1913-June, 1916, inclusive": p. 23-28.
476. ———— Report of mothers' pensions department Multnomah county, Oregon, for June, 1913-Jan. 1916. Portland, Franklin press [1916]. 8 p. 20½^{cm}.

477. **Multnomah co., Oreg.** Mothers' aid. Report for year 1917-1918, Multnomah county. Portland, Ore., Multnomah print co., 1918. 12 p. 22½^m.
Statistics of mothers' aid in all counties of Oregon in 1917: p. 12.
478. **Slingerland, William H.** Child welfare work in Oregon; a study of public and private agencies and institutions for the care of dependent, delinquent and defective children, by W. H. Slingerland . . . for the Oregon child welfare commission. Salem, Ore., State printing dept., 1918. vii, 131 p. 23^m. (University of Oregon bulletin, new ser. vol. xv, no. 10.)
Assistance for dependent mothers: p. 95-97.
479. **Trumbull, Mrs. Millie B.** A year under the widows' pension law in Portland. Welfare, Sept. 1914, p. 13-14.

PENNSYLVANIA.

480. **Allegheny co., Pa.** Report of the Allegheny county trustees of Mothers' assistance fund, Nov. 25, 1913-Jan. 16, 1915. Pittsburg, Pa., [1915]. 8 p. 22½^m.
481. **Bogue, Mary F.** The experimental period of widows' pension legislation. (In National conference of social work. Proceedings, 1918, p. 849-859.)
- 481a. ——— The greater economy of adequate grants.
Paper read at National conference of social work, June 6, 1919.
482. **Bryant, Louise S.** Social conditions among juvenile court families [and tables]. (In Philadelphia. Municipal court. Annual report 1916, p. 148-323.)
Table 125 shows the relatively large number of mothers of all groups working outside their homes.
483. **Clearfield co., Pa.** Report for 1914 and a plea for 1915 from the Mothers' pension board of trustees of Clearfield county, Pa. [Typewritten.]
484. **Coffee, Rabbi Rudolph I.** Why Pennsylvania needs a widows' pension law. (In Slingerland, W. H. ed. A child welfare symposium. New York, Russell Sage foundation, 1915, p. 131-134.)
485. **Columbia co., Pa.** Report of the trustees of mothers' pension fund to the General Assembly of the Commonwealth of Pennsylvania, Jan. 4, 1915. 3 p. 24^m.
486. **Commonwealth ex rel. Trustees of Mothers' assistance fund of Philadelphia county v. Powell, Auditor general, Supreme court of Pennsylvania** (Feb. 12, 1917). 100 Atlantic reporter, p. 964.
The case involved the interpretation of the word "dead" in the phrase "whose husbands are dead" used in the mothers' pension act. The court held that the act used the word in its popular sense with no regard to legal presumptions not mentioned in the act.
487. **Conyngton, Mary K.** . . . Effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children. Washington, Govt. print. off., 1918. 170 p. incl. tables. 23½^m. (Bulletin of the United States Bureau of labor statistics, whole no. 217. Workmen's insurance and compensation series, no. 11.)
States covered by the investigation were Connecticut, Ohio and Pennsylvania. Sections of the report deal with condition of the families before and after loss of injured wage-earner.

488. **Howe, Stanley H.** Adequate relief to needy mothers in Pennsylvania. (*In* National conference of charities and correction. Proceedings, 1914, p. 447-450.)
489. **Luzerne co., Pa.** First annual report of the trustees of the mothers' pension fund of Luzerne county. [1914.] 4 p.
490. ——— Shocking distress shown by Mothers' pension board investigating Luzerne county.
Press notice Nov. 1914 on the 1st report of the Luzerne county mothers' pensions board calling attention to the large number of widows applying for aid whose husbands had met death in the mines. Urged Workmen's compensation law for Pennsylvania.
491. ——— Mothers' pension fund trustees issue appeal. Wilkes-Barre Times leader, Feb. 3, 1919.
Open letter from the trustees of the Mothers' assistance fund of Luzerne county urging need of increased appropriations.
492. **More money for mothers' pensions.** "Flu" epidemic has created 50,000 orphans that State must care for. Scranton Republican, March 5, 1919.
On the hearing before the House appropriation committee of Pennsylvania legislature for an appropriation of \$1,000,000 for mothers' pensions.
493. **Mothers' pensions in Pennsylvania.** Survey, Feb. 28, 1914, v. 31: 676.
494. **Neil, Henry.** Mothers' pensions in Pennsylvania. Juvenile court record, April, 1917, v. 17: 7-8.
495. **Pennsylvania. State board of education.** Mothers' assistance fund. Information relative to (1) The purpose of the law; (2) "Adequate" grants; (3) What families are not eligible for assistance; (4) Investigation and supervision. Harrisburg, Pa., Wm. Stanley Ray, State printer, 1916. 12 p. 21½^{cm}.
Issued by the State board of education under the supervision of the State supervisor of the Mothers' assistance fund of Pennsylvania, April, 1916.
496. **Pennsylvania. State board of education.** Report of the Mothers' assistance fund 1916. Issued by the State board of education under the supervision of the State supervisor of the Mothers' assistance fund of Pennsylvania. Harrisburg, Pa., J. L. L. Kuhn, printer to the Commonwealth, 1918. 92 p. 22½^{cm}.
CONTENTS.—I. Introduction, Dr. J. George Becht, State board of education.—II. Report of the State supervisor, Helen Glenn.—III. Reports from the county boards of trustees.—IV. A study of dependent widows with young children in Philadelphia, by Helen Whitehead.
- 496a. ——— Report of Mothers' assistance fund to State board of education 1918. 9 p. Mimeographed.
497. **Philadelphia co., Pa.** Report to the General Assembly of Pennsylvania 1915 of the trustees of the mothers' assistance fund of Philadelphia county, Sept. 24, 1913-Jan. 1, 1915. Philadelphia [1915.] 36 p. 23^{cm}.
498. **Philadelphia's experience with mothers' pensions.** World's work, Aug. 1917, v. 34: 365-366.
499. **Slingerland, William H.** Child welfare work in Pennsylvania; a co-operative study of child-helping agencies and institutions, directed by William H. Slingerland . . . in cooperation with the officers and a committee of the Pennsylvania State conference of charities. New York, Department of child-helping, Russell Sage foundation, 1915. 352 p.
"Law of 1913 for mothers' assistance": p. 276-282.

500. **Tyson, Mrs. Helen Glenn.** *The fatherless family.* *Annals of Amer. acad. of polit. and social science*, May, 1918, no. 166, p. 79-90.

See also no. 496 of this list.

501. **Westmoreland co., Pa.** Report of trustees of mothers' pension fund of Westmoreland county to General Assembly of Pennsylvania, Jan. 1915. [Typewritten.]

502. **Women protest tinkering mothers' pension measure.** Oppose Hepburn proposal. *Pittsburgh Gazette-times*, March 26, 1919.

On the hearing before the House Judiciary general committee of Pennsylvania on the bill to give the juvenile court jurisdiction over dependent children in counties which have not taken advantage of mothers' assistance act.

SOUTH CAROLINA.

503. **South Carolina.** *Commissioner of agriculture, commerce and industries.* 5th annual report 1916, Labor division. Columbia, S. C. Gonzales and Bryan, State printers, 1917. 148 p.

Recommended law making provision for mothers' pensions for one year, applying exclusively to plants affected by the new child labor law (p. 6).

TENNESSEE.

504. **Memphis, Tenn.** *Juvenile court.* Mothers' pensions from March 25, 1916-Dec. 25, 1916. [Typewritten statement.]

505. **Mothers' pension fund raised \$6,000.** County court votes to make total \$10,000 for 1918. *Memphis, Tenn. Commercial appeal*, Jan. 22, 1918.

TEXAS.

506. **Brooks, S. J.** *The family desertion law.* (*In Texas State conference of charities and correction. Bulletin*, Jan. 1915, p. 87-89.)

Paper on the Texas family desertion law, read at 4th annual State conference of charities, Nov. 17, 1914.

507. ——— *Need of a family desertion law.* (*In Texas State conference of charities and correction. Proceedings*, 1912, p. 33-38.)

508. **Charity expenditures of county for year were \$139,537.82.** *Houston post*, July 26, 1918.

Includes statistics of mothers' pensions in Harris county.

509. **Dallas.** *Dept. of public welfare.* 2nd annual report, 1916-1917. Dallas? 1917. 47 p. 23^m.

Weak points of Texas widows' pension bill: p. 43.

510. **Scott, Elmer L.** *Texas law granting pensions to widowed mothers.* A critical review (condensed). (*In Texas State conference of social welfare. Bulletin*, Jan. 1918, p. 23-24.)

Paper read at Texas State conference of social welfare, Nov. 11-13, 1917.

UTAH.

511. **Denver & R. G. R. Co. v. Grand county,** Supreme court of Utah. (Dec. 21, 1917). 170 *Pacific reporter*, p. 74.

Decision upheld the constitutionality of the statute.

512. **Salt Lake City, Utah.** *Juvenile court.* Disbursement of mothers' pension fund for years 1913 and 1914. [Typewritten statement.]

VERMONT.

513. **Vermont. Laws, statutes, etc.** Charities and probation laws of the State of Vermont. Published by authority, 1918. 17 p. 23^{cm}.
 Aid to widowed or deserted mother: p. 8.
 Desertion and non-support of family: p. 15-16.

WASHINGTON.

514. **Burnside, Mrs. N. M.** Theory, development and effect of mothers' pension legislation [mimeographed].
 Favors administration of mothers' aid by school authorities instead of juvenile courts. A bill to this end was introduced in the 1919 legislature but failed of final passage. (Seattle Post Intelligencer, March 11, 1919.)
515. **Gephart, A. B.** Mothers' pensions in Washington. (In Washington State conference of charities and correction. Proceedings, 1914, 66-69.)
 Includes statistics of the operation of the law throughout the state in 1914.
516. **In re Snyder, Supreme court of Washington** (Sept. 26, 1916). 160 Pacific reporter, p. 12-14.
 Mothers' pension act of 1915 omitted abandoned mothers who had been allowed aid under 1913 law. An attempt was made in this case to get the 1915 act declared unconstitutional on the grounds of inequality of privileges granted to citizens but the State Supreme court upheld the constitutionality of the law and its decision was affirmed by the Supreme Court of the U. S. on appeal. (39 Supreme Court reporter, p. 67.)
517. **Mothers' pensions.** Outlook, March 1, 1916, v. 112: 489.
 Comment on changes made by 1915 Washington law which excluded divorced and deserted mothers from the benefits of mothers' pensions.
518. **Seattle. Juvenile court.** Annual report of the Seattle juvenile court for 1913-1917. Seattle, 1914-1918. 5 v.
 1913: Report of the operation of the mothers' pension department from June 13, 1913-Dec. 31, 1913, p. 6-9.
 1914: Report of supervisor of mothers' pensions, p. 49-65.
 1915: Report of supervisor of mothers' pensions, p. 23-29; Text of 1915 act, p. 45-47.
 1916: Changes recommended in mothers' pension law, p. 7; Report of mothers' pension department, p. 17-31.
 1917: Report of mothers' pension department, p. 15-22.

WEST VIRGINIA.

519. **Gives opinion on the mothers' pension act.** Wheeling intelligencer, June 12, 1917.
 Summary of the opinion of the attorney-general of the State upholding the provisions of the 1917 mothers' pension act with reference to the earlier law of 1915.
520. **Hart, Hastings H.** A suggested program for the Executive State council of defense of West Virginia, based upon a study of Hon. Clarence L. Stonaker, of the institutions and resources of the State. Charleston, W. Va. [Tribune printing co.] 1917. 24 p. 23^{cm}.
 Need of revision of mothers' pension law of West Virginia: p. 11-12.
521. **West Virginia State conference of charities and correction.** A guide to the laws of West Virginia affecting child welfare. [Morgantown? 1918] 40 p.
 Relief of mothers: p. 33-34.

WISCONSIN.

522. **Carstens, Christian C.** Public pensions to widows with children; a study of their administration in several American cities. New York city, Russell Sage foundation, 1913. 36 p. 23^{cm}. (Publication no. 31.)
Report of an investigation made for the Russell Sage foundation in 1912 in Chicago, San Francisco, Kansas City and Milwaukee.
523. **Marchetti, Louis.** State aid to dependent children from the judge's point of view. (*In Wisconsin State conference of charities and correction. Proceedings, 1915, p. 12-18.*)
Includes statistics on mothers' pensions in Marathon county, Wis.
524. **Nesbitt, Florence.** Minimum cost of living in Wisconsin [and discussion]. (*In Wisconsin State conference of charities and correction. Proceedings, 1915, p. 52-63.*)
Discussion of the chapter on standardization of home care in report of Wisconsin mothers' pension investigation. See no. 530.
525. **Profit by experience.** La Follette's weekly, June 7, 1913, v. 5, no. 23, p. 3.
Editorial in support of Wisconsin mothers' pension commission bill.
526. **Wilson, Agnes E.** The report of the Board of control's survey of the need of State aid for dependent children [and discussion]. (*In Wisconsin State conference of charities and correction. Proceedings, 1915, p. 18-33.*)
For report discussed see no. 530.
527. **Wisconsin. Laws, statutes, etc.** Chapter 669, Laws of 1913 relating to State aid for dependent children. The so-called "Mothers' pension law." Issued by the State board of control. [Madison, Wis., 1913] 5 p.
528. ——— Law providing aid to dependent children (Mothers' pension law) with the opinions of the attorney general thereon and statement of expenditures. Comp. by the State board of control of Wisconsin. [Madison] 1917. 87 [2] p. incl. tables. 23^{cm}.
Statement of mothers' pensions by counties for years 1915 and 1916: p. 84-87.
529. ——— Law providing aid to dependent children (Mothers' pension law) with the opinions of the attorney general thereon and statement of expenditures. Comp. by the State board of control of Wisconsin. [Madison] 1918. 117 [2] p. incl. tables. 23^{cm}.
Statement of mothers' pensions by counties for years 1916 and 1917: p. 114-117.
530. ——— **State board of control.** Report of the investigators in the survey and investigation relating to State aid for dependent children. (As provided by chapter 669, Laws of 1913.) [Typewritten.]
Agnes E. Wilson, director of investigation.
Contents.—Chap. 1. The extent of need for mothers' pensions in Wisconsin, by Ellen K. Cooney.—2. Public outdoor relief in Wisconsin.—3. Normal dependent children in Wisconsin institutions.—4. The standardization of home care, by Florence Nesbitt.—5. Administration.
531. ——— Conclusions and recommendations of the State board of control based on the "Survey and investigation into the question of aid to mothers with dependent children" as authorized by section 11, chapter 669, Laws 1913. [n. p., 1915.] 34 l.
Autographed from typewritten copy.
532. ——— Statement showing the operation of mothers' pension law (chapter 669, Laws of 1913) up to Dec. 31, 1913. 1 l.

533. **Wisconsin. State board of control.** Statistics showing the extent of the operation of the "Mothers' pension law" (chapter 669, Laws of 1913) since the law became effective July 26, 1913–July 31, 1914, 1 l.
For later statistics see no. 528 and 529.

534. ———— **Biennial report of the State board of control 1915/1916—**
Madison, Wis., 1916.
1915–1916: Aid to dependent children: p. 3–5.

WYOMING.

535. **First judicial district of Wyoming.** [Statistics of mothers' aid granted in 1st judicial district.]
Typewritten statement from Judge W. C. Mentzen.
536. **Second judicial district of Wyoming.** Widows' and children's pensions allowed and denied in Albany county, Wyoming, from time of first allowance of pension to Nov. 1, 1916. [Typewritten statement.]
537. ——— **Widows' and children's pensions allowed and denied in Carbon county, Wyoming, from May 4, 1915–Nov. 1, 1916.** [Typewritten statement.]
538. **Fourth judicial district.** [Mothers' pensions granted in Johnson and Sheridan counties from Feb. 15, 1915–Oct. 31, 1916.]
Typewritten statement from Judge C. H. Parmelee.
539. **Sixth judicial district.** [Mothers' pensions granted in 6th judicial district comprising Natrona, Converse, and Fremont counties to Oct. 31, 1916.]
Typewritten statement from Judge C. E. Winter.
540. **Wyoming. State board of child and animal protection.** Biennial report of Wyoming Humane society and State board of child and animal protection for 1914/16–1916/18. Cheyenne [1917–1919?].
1914–1916: Mothers' pensions: p. 13–14.
1916–1918: Mothers' pensions and delinquency: p. 60–61.

AUSTRALIA.

541. **New South Wales. Bureau of statistics.** Official yearbook of New South Wales, 1917. Sydney, W. A. Gullick, government printer, 1918. 843 p. 24^{cm}.
Work of State children relief board, including expenditure for children boarded with their own mothers 1918–1917: p. 469–478.
542. ——— **Laws, statutes, etc.** Statutes 1896, no. 9. An Act to amend an Act to establish a system of boarding out of children.
Permits the boarding out of children to their own mothers.
543. ———— **Statutes 1901, no. 61.** An Act to consolidate the acts relating to the establishment of a system of boarding out children.
544. ———— **Amended regulation under "State children relief act, 1901."** Issued April 10, 1912. (*In New South Wales. State children relief board. Report for 1914, p. 12.*)
Provides that children "boarded out" with their own mothers shall be paid for at the same rate as children boarded-out with strangers and raises the age limit from 12 to 14 years.
545. ——— **State children's relief board.** Report, 1909–1917. Sydney, 1910–1918. 9 v.
Children boarded out with their own mothers: 1909, p. 29–34, 55–56; 1910, p. 26–30, 49–50; 1911, p. 29–34, 51–52; 1912, p. 27–34, 67–68; 1913, p. 27–32, 49–50; 1914, p. 9–12, 35–43, 68–69; 1915, p. 39–42, 68–69; 1916, p. 35–38, 61–62; 1917, p. 29–34.

546. **Queensland.** *Laws, statutes, etc.* The State children act of 1911 (2 Geo. V., no. 11) and regulations. Brisbane, A. J. Cumming, government printer, 1912. 87 p. 18^{cm}.
 Sec. 35 (p. 19) permits the boarding of any State child with its own mother. Act was amended in 1917, raising age limit for children boarded with their own mothers from thirteen to fourteen years (16 years in case of ill health). Provision was also made for State maintenance for a child over 14 years holding a State scholarship. (Annual report of State children's dept. for 1917, p. 3.)
 Application forms for admission as State child and for boarding out with mother: p. 58-59, 66-68.
547. ——— *State children's department.* Annual report, 1913-1917. Brisbane, 1914-1918. 4 v.
 Children boarded with their own mothers or with female relatives: 1913, p. 9, 17; 1914, p. 10, 18; 1915, p. 12, 18; 1916, p. 10, 13; 1917, p. 7, 11.
548. **Spence, Catherine H.** State children in Australia; a history of boarding out and its development. Adelaide, printed by Vardon and sons, 1907. 147 p. 18^{cm}.
549. **Victoria.** *Department for neglected children and reformatory schools.* Report of the secretary and inspector for the years 1912-1913, 1915-1917. Melbourne, 1913-1918.
 Includes statistics of "neglected" children boarded with their own mothers.

CANADA.

550. **Alberta.** *Laws, statutes, etc.* An act granting assistance to widowed mothers supporting children. (1919, chapter 6.) Edmonton, 1919. 4 p.
551. ——— *Superintendent of neglected children.* Annual report, 1916-1918. Edmonton, 1917-1919.
 Mothers' allowances, 1916, p. 67; 1917, p. 8; 1918, p. 10.
552. **Bryce, Peter.** Mothers' allowances. Social welfare (Toronto) Mar. 1, 1919, v. 1: 131-132.
 Discusses form of administration desirable for Ontario.
553. **Child welfare convention in British Columbia.** Labour gazette (Canada) Jan. 1919, p. 3-4.
 Convention recommended the enactment of a mothers' pension law for British Columbia.
554. **Committee on mothers' allowances, Toronto.** Report of the Committee on mothers' allowances, Dec. 2, 1918. Toronto, Croft and Wright, 1919. 11 p. 15¹/₂^{cm}.
 Committee was appointed by a large gathering representative of various social agencies and individuals interested in mothers' pensions in Toronto. Report urged the adoption of a "mothers' allowances" act for Ontario, to be administered through a Children's aid commission and local county committees, the cost to be divided between the Province and the municipalities. Submitted to the Ontario government Jan. 3, 1919.
555. **Falk, J. Howard T.** Mothers' allowances. Social welfare (Toronto) Mar. 1, 1919, v. 1: 131.
 Paper relates in part to operation of Manitoba act.
556. **Henderson, Mrs. Rose.** Pensions for mothers. Ottawa citizen, April 19, 1915.
 Report of address before the Ottawa woman's club.
557. **Huestis, Mrs. A. M.** Mothers' pensions vs. provincial aid for mothers. Public health journal (Toronto) April, 1918, v. 9: 163-168.
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560. ———— **Mothers' allowance committees are appointed in each municipality to administer the Manitoba mothers' allowance act. Memoranda for the guidance of applicants and beneficiaries under the act.** Winnipeg, Feb. 1, 1919. 3 p.
561. **Moore, Tom.** Industrial reconstruction. Relations between employer and employee: Labor. Social welfare (Toronto) April 1, 1919, v. 1: 155-157.
Includes section urging mothers' pensions. Writer is president of Trades and Labor Congress of Canada.
562. **Mothers' allowances in relation to child labour.** Growth of the movement for assisting mothers in Canada. Labour gazette (Canada) June, 1919, p. 713-715.
563. **The Mothers' pension act [Saskatchewan].** Public service monthly (pub. by the Saskatchewan Department of Agriculture) Sept. 1918, v. 7: 25.
564. **Mothers' pensions.** Social welfare (Toronto) Jan. 1919, v. 1: 80-81.
Urges adoption of mothers' pension acts in all the Canadian provinces.
565. **[News notes regarding mothers' pension movement]** Labour gazette (Canada) June, 1918, p. 381-382.
Gives statistics of aid granted in Manitoba in Nov. 1917. Delegation of women to British Columbia Legislature urge passage of mothers' pension bill for that Province.
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Need for mothers' allowances: p. 8-10.
567. **One step towards mothers' pensions.** Representatives of many organizations approach Premier Hearst. Toronto world, Jan. 4, 1919.
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"Mothers' pensions": p. 85-86.
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Resolution was adopted favoring mothers' allowances.
571. **Saskatchewan. Laws, statutes, etc.** An act to provide for the payment of pensions to indigent mothers (1917 second session, chapter 68). Regina, 1918? 1 p.
572. ———— **[Regulations adopted for the administration of the act,** April 11, 1918]. Typewritten copy.
573. **Social service council of Canada.** [Summary of proceedings of the annual meeting held Jan. 14-16, 1919] Social welfare (Toronto) Feb. 1, 1919, v. 1: 105-116.
Resolution urging "mothers' allowances" act for Ontario with outline of plan: p. 116, 119.

574. **Trades and labor congress of Canada.** Report of the proceedings of the 31st annual convention held at the city of Vancouver, B. C., Sept. 20-25, 1915.
Report of executive committee favoring old age and mothers' pensions, p. 18; Urged in president's report, p. 65; Resolution on mothers' pensions: p. 110-111.
575. ——— Proceedings of the 32nd annual convention held at Toronto, Sept. 25-30, 1916.
Recommendation of executive committee for a commission to study old age and mothers' pensions: p. 32; Resolution urging widows' pensions: p. 104.
576. **Winnipeg, Manitoba.** Social service workers' club. State salaries for mothers. A study of legislation in the United States granting provisions to mothers deprived of income from their husbands; also an investigation into local conditions, and some general conclusions. Winnipeg, Manitoba, Social service workers' club, 1916. 15 p. 23^{cm}.
The situation in Manitoba: p. 9-11; The city of Winnipeg, p. 11-13; Conclusions favor allowances to mothers.

DENMARK.

577. **Afgørelse vedrørende Enkeloven.** Social forsorg, Apr., 1915, v. 11: 43; Aug. 1918, v. 14:141; Oct. 1918, v. 14:191.
Notes of decisions in widows' allowances cases.
578. **L'assistance aux veuves mères de famille.** (In France. Ministère du travail. Bulletin, July, 1913, v. 20, p. 706.)
Summary of the provisions of the Danish law providing aid to widows passed in 1913.
579. **Copenhagen. Magistrat.** Forsørgelsesvaesenet i København 1913/1914-1917/1918. Københavns magistrats 3 afdelings beretning og regnskab. København, S. L. Møllers bogtrykkeri, 1914-1918.
Includes statistics of the aid granted in Copenhagen under the widows' pension act of 1913.
580. **Dyrtidstillæget til enkebørnsunderstøttelsen i København.** Social forsorg, Jan. 1916, v. 11: 340.
On the extension of the high cost of living bonuses to include widows receiving subsistence allowances in Copenhagen. The law of 22 December, 1915, concerning communal arrangements to meet the high cost of living permitted the granting of money help to widows receiving allowances under the law of 1913.
581. **Denmark. Indenrigsministeriet.** Cirkulaere til samtlige Amtmaend angaaende Understøttelse til Børn af Enker. København, J. H. Schutz, 1913. 6 p. 25½^{cm}.
Instructions issued by the Minister of the Interior in accordance with section 12 of the Widows' pension act of 29 April, 1913. (See no. 583 of this list.)
582. **Denmark. Laws, statutes, etc.** . . . Forslag til lov om understøttelse til børn af enker og af enkemænd. Fremsat i Landstinget den 8. Oktober 1912. (Denmark. Rigsdag. Landsting. Lovforslag: ordentl samling, 1912-13. nr. 4.)
The bill as introduced and passed by the Folketing included children of widowers as well as of widows. Amended by the Landsting to exclude widowers.
583. ——— ——— Lov om Understøttelse til børn af enker. København, 1913. 8 p.
Law providing aid to widows with children as adopted in 1913.
For English translation see no. 595 of this list.

584. **Denmark.** *Laws, statutes, etc.* Midlertidig lov af 27. Oktober 1915 om ændring i lov af 29. April om understøttelse til børn af enker. Social forsorg Nov. 1915, v. 11: 260-261.

Under widows' pension act of 1913 allowance was withdrawn if widow received help from the poor relief. The amendment passed in 1915 permits such help "for the present" because of the increased cost of living.

585. ——— Lov af 4 Marts 1918 om ændringer i lov af 29. April 1913 om understøttelse til børn af enker. Social forsorg, May, 1918, v. 14: 36.

Text of amendatory widows' pension law passed in 1918 increasing amount of aid for the years 1918 and 1919. Permits also the continuance of the allowance to the guardian of the child in the event of the mother's death. For discussion in the Rigsdag see nos. 586-587 of this list.

586. ——— *Rigsdag.* Rigsdagstidende. Forhandlinger paa Folketinget. Ordentlig samling, 1917-18, column 2636, 2821, 2841, 2904, 3397; Tillæg A, column 3709, Tillæg C (14) column 255.

587. ——— Rigsdagstidende; Forhandlinger paa Landstinget, Ordentlig samling 1917-18, column 826, 920, 955; Tillæg B, column 877; Tillæg C (14) column 363.

Discussion of the amendment to the widows' pension act passed March 4, 1912. For text of act see no. 585 of this list.

588. ——— *Statens statistiske bureau.* Enkemaend og enker med børn under 18 aar. København, B. Lunos bogtrykkeri, 1911. 34 p. 23¹/₂^{cm}. Danmarks statistik. Statistiske meddelelser, 4 række 37 bd. 2 hfte).

An inquiry into the number of widows and widowers with children under 18, undertaken when the widows' pension law was proposed to determine its possible cost, gives statistics of the number of widows with children in the different income groups.

589. **Denmark.** *Statens statistiske bureau.* Statistisk aarbog . . . Annuaire statistique, 1916-1918. København, 1916-1918.

Statistics of assistance to widows with children, 1916, p. 154; 1917, p. 172; 1918, p. 174.

Report year ends March 31.

590. **Loeb, Sophie L.** [Report of investigation of widows' pensions in Denmark. (In New York (State) Commission on relief for widowed mothers. Report, 1914, p. 197-217.)

Includes translation of Danish law, forms used in its administration and statistics of aid being given to Copenhagen in January, 1914.

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Criticises the widows' pension law of 1913 because of the inadequacy of the aid and compares it with the higher grant made for the care of illegitimate children.

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593. **Understøttelse til børn af enker i 1916-17.** Social forsorg, Jan. 1918, v. 13: 272.

594. **Understøttelser til børn af enker i 1917-18.** Social forsorg Jan. 1919, v. 14: 291.

595. **U. S. Children's bureau.** Laws relating to "mothers' pensions" in the United States, Denmark, and New Zealand . . . Washington, Gov't. print. off., 1914. 102 p. 25^{cm}. (U. S. Children's bureau. Dependent children series, no. 1. Bureau publication no. 7.)

Prepared by Laura A. Thompson.

Translation of Danish widows' pension law passed in 1913: p. 76-78.

GREAT BRITAIN.

596. The American system of mothers' pensions for Bristol war widows and other children. Juvenile court record, March, 1917, v. 16:14.
597. Birmingham (*Eng.*) Board of guardians. Birmingham union. Outdoor relief to widows and other women with dependent children. Birmingham, 1914. 30 p. 24^{cm}.
598. Browne, Mrs. Walter. Care and treatment of widows and children under the poor law [and discussion]. (*In* Poor law conferences. Official reports, 1915-1916, p. 22-44.)
Discusses the Local government board's circular of October, 1914, advising boards of guardians as to their policy in relieving widows and children.
599. Gt. Brit. Local government board. Relief to widows and children. Local government board's circular letter dated 8th October, 1914, with an appendix and notes by the editor of the "Poor law officers' journal." London, The Poor-law publications company, 1914. 115 p. 21^{cm}.
For the report prepared in 1918 by the Intelligence department of the Local government board on "Mothers' pensions in the United States" see no. 53 of this list.
600. ——— Ministry of pensions. Instructions on the training of widows. October, 1917. [London, 1917.] 8 p.
- 600a. ——— Ministry of reconstruction. Report of women's employment committee. London, H. M. Stationery off., 1919. 116 p. 24^{cm}. (Cd. 9239.)
Recommended some system of mothers' pensions which would enable widows and deserted wives, including wives of men serving long terms of imprisonment, to remain at home and care for their children.
601. ——— Royal commission on poor laws and relief of distress. Report on the condition of the children who are in receipt of the various forms of poor law relief in England and Wales, by Miss Ethel M. N. Williams . . . assisted by Miss Mary Longman and Miss Marlon Phillips . . . London, H. M. Stationery off., printed by Wyman and sons, 1910. 285 p. 33^{cm}. ([Gt. Brit. Papers by command] Cd. 5037)
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602. ——— ——— Report of the Royal commission on poor laws and relief of distress. London, Printed for H. M. Stationery off., by Wyman and sons, limited, 1909. xiii, 1238 p. (Cd. 4499)
The children: Majority report, p. 179-200, 619-620; Minority report, p. 801-845.
Withdrawal from industrial wage-earning of the mothers of young children: p. 199, 1194-1195.
603. ——— ——— Report on the condition of the children who are in receipt of various forms of poor law relief in certain parishes in Scotland, by C. T. Parsons . . . London, H. M. Stationery off., printed by Wyman and sons, 1910. 236 p. 23^{cm}. ([Gt. Brit. Papers by command] Cd. 5075)
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605. Gwynn, Stephen. Plea for the adoption of Judge Neil's scheme in England. Juvenile court record, July, 1918, v. 18:4-5.

606. **Henderson, Charles B.** Modern methods of charity. New York, The Macmillan co., 1904. 715 p. 23½^{cm}.
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607. **Irving, Mrs. H. B.** Widows' pensions. National health, June, 1919, v. 11: 293-296.
608. **Judge Neil** on his mothers' pension scheme as applicable to England. Poor law officers' journal, Aug. 31, 1917.
609. **Lawrence, Emmeline Pethrick.** Mothers' pensions in England. Juvenile court record, Sept. 1917, v. 17: 8-9.
610. **Loeb, Sophie L.** Report of investigations in six countries visited—England, Scotland, Germany, Denmark, France, and Switzerland. (*In* New York (State) Commission on relief for widowed mothers. Report, 1914, p. 183-474.
611. **Manchester and Salford women citizens' association.** Interim report on child welfare in Manchester. Manchester, Richard Bates, printer [1919] 32 p. 21^{cm}.
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Report of meeting at Central Hall, Westminster, May 23, 1917.
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614. **Mylne, Mrs.** The Local government board circular on relief to widows and children [and discussion] (*In* Poor law conferences. Official reports, 1914-1915, p. 498-524.)
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629. New Zealand. Parliamentary debates, 1911-1914.
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EVERY CHILD *in* SCHOOL

*A SAFEGUARD against
Child Labor and Illiteracy*

Children's Year Follow-up Series No. 3 Bureau Publication No. 64

U. S. Department of Labor

Children's Bureau

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EVERY CHILD *in* SCHOOL.

BACK-TO-SCHOOL.

Last year in the campaign against child labor 44 States, the District of Columbia, and the city of New York made every effort to awaken communities and individual parents to the child's need for education and to see that he has the opportunity for it through the enactment and enforcement of adequate school attendance and child-labor laws.

"Every Child in School" was the aim of the Back-to-School and Stay-in-School campaign which was started during Children's Year by the Children's Bureau of the United States Department of Labor and the Child Conservation Section of the Council of National Defense because thousands of boys and girls had been drawn into work by the war-time demand for labor and the high cost of living.

"Stay-in-School" is still the slogan in many communities where they are combating child labor by creating a sentiment in favor of school attendance.

COOPERATION.

School superintendents and teachers not only cooperated with the child-welfare committees in this campaign, but also in some communities the school authorities were asked to take charge of the drive. In one State the superintendent of public instruction was appointed State chairman for the Back-to-School drive which was carried on by the county superintendents of schools and the teachers with great success.

The superintendent of schools in one town enlisted the interest of 150 leading citizens. A citizen was considered having gone over the top when, because of his or her personal efforts, at least one boy or girl who would not otherwise have done so entered and remained in school during the remainder of the year.

Not only did the child welfare committees cooperate with the school authorities, but also in many instances they enlisted the interest of employers, rotary clubs, chambers of commerce, and other local organizations to assist in returning children to school and in raising scholarship funds to enable boys and girls to remain in school longer.

METHODS.

In many communities all the children who had left school during the few months previous were visited and an effort was made to return them to school. Children who had left school in rural districts were followed up and urged to continue their schooling as well as the children in the cities and towns. In a number of rural districts committees were appointed for each township and an effort was made to convince the parents that farm work for children is a loss rather than a gain if it is a substitute for schooling. It was pointed out to them that if the boys and girls of to-day are going to increase production on the farms in the future they must go through a prolonged period of intelligent training.

One county observed "rural day" when the influential men of the neighborhood visited the schools and talked to the children on the value of education. Their visits were planned not only for the purpose of inducing children to remain in school longer, but also to show visitors the needs of the rural schools.

Some communities when first asked to take part in the campaign saw no need for it, as there were no industries which employed children. But in these localities it was found that many children left school as soon as the school attendance law permitted, that few went to high school, and that after all the drive might be beneficial in inducing boys and girls to remain in school longer. In one State 20 of the smaller towns where there were no factories reported as not needing a Back-to-School drive. These 20 towns were enlisted by the superintendents of schools to put over in other localities the idea that it pays to stay in school.

All communities did not follow the same plan for carrying on the campaign, but each decided upon the phase of the drive which was most needed and which should be pushed. In one large city 800 children who were employed on vacation permits during the summer and who failed to return to school were followed up and an effort made to return them to school. In this city "Stay-in-School" was emphasized. Thousands of dodgers were distributed, bringing home to parents the danger of premature work for children and the advantage not only to the child but also to the Nation of giving him the maximum of education. Another line of attack was addressing meetings of parents, teachers' conferences, and children's assemblies in the schools. As a result of the Back-to-School drive in this city the committee recommended more scholarships for children, an increased number of visiting teachers, additional continuation schools, more attendance officers, annual revision in the school census, and a wider extension of vocational guidance work.

In one State an experienced and trained person was employed to go through the State to assist the local committees to secure better enforcement of the school-attendance laws, to make more nearly uniform the methods for issuing employment certificates, and to enlist the interest of employers and school authorities in establishing day continuation schools for working children. An exhibit was prepared illustrating the child-labor law and pointing out the need for more vocational education and vocational guidance.

In many communities publicity was given to better enforcement of the child-labor laws. In one city 50,000 slips urging children to return to school were distributed through the public libraries and factories. A slip was inserted in each book and pay envelope. The same inscription was put on slides and shown in 50 of the smaller moving-picture houses for a week. The inscription read:

Send your child back to school.
The child-labor law says:
Boys must be 15 and pass the sixth grade before leaving school,
Girls must be 16 and pass the seventh grade.
Take the child from the factory,
Give a man a job.
Be patriotic. Obey the law.

Everywhere novel ways were introduced for reaching the parents and impressing upon them the value of an education and the importance of keeping children in school.

The success of the effort to return children to school and keep them there is largely dependent upon the parents. If they have a real understanding of the value of an education and of the training which the schools offer to children they are more likely to insist upon their remaining in school.

In one city a school with traveling teachers was started for parents. The homes were visited for the purpose of informing the parents of the educational opportunities open to their children in the schools in order that they might understand of what the boys and girls are being deprived when they leave school early. A leaflet was prepared giving the names of the schools that provide vocational training and those that have special classes for the handicapped, for the blind and deaf, and for the retarded children and those who have speech defects.

In another city a "Go-to-School Week" was planned when the parents having children in school were urged to visit the schools and learn how they are conducted. Tags were prepared bearing the inscription: "My father or mother has visited school this week. Has yours?" These were won for the children by the parents.

In many localities the ministers of the churches were asked to emphasize the need for education in connection with their sermons in order that the message might reach more parents.

Speakers presented the cause in the moving-picture theaters, and slides were shown urging the parents to return their children to school and to keep them there. In one State a slide was prepared giving the number of illiterates in the State and the number of children who failed to enroll in any school the previous year. "No illiteracy in this State in 1920" is its slogan.

Wherever the drive was undertaken special emphasis was laid on "Stay-in-School." In this the teachers took an important part. They endeavored to make every child understand why, for the sake of his future health, wealth, and happiness he should not throw aside the opportunities which school affords for the sake of a job that may lead nowhere.

In many localities the children were asked to write essays on the subject, "Education Pays." In one State all the pupils of the sixth, seventh, and eighth grades wrote essays entitled, "Why go to high school?" Prizes were offered by the State committee for the best essays.

In one town a "Remain-in-School" congress was held at the Central High School for all the eighth-grade children. The object was to make the boys and girls realize the need for a high-school education. The senior high-school students told how high-school training had benefited them and why boys and girls should not leave school at the end of grammar school.

In one State a letter was sent to all the eighth-grade pupils urging them to continue their schooling. In each letter was inclosed the leaflet entitled, "Education Pays," furnished by the Children's Bureau, and which compares the earnings of those boys and girls who go to work with only a grammar-school education with those who have been graduated from high school.

Librarians in several localities inclosed one of these leaflets in each book given to a child. This leaflet was further made use of in a middle-western juvenile court to convince the mothers and fathers of children summoned before the judge that they should make every effort to keep their children in school.

RESULTS.

As a result of the Back-to-School and Stay-in-School campaign the school period for many boys and girls has been prolonged. But the real value has been even more far-reaching than keeping a few boys and girls in school. Communities are becoming awakened to

the needs of the working child. They have discovered that the million or more children under 16, who leave school each year to go to work are not forced into work by poverty: many of them are unaware of the advantages of an education or are moved simply by youthful restlessness or distaste for school. They have found that many children begin their working lives with only a scant educational equipment and before they have had a chance to develop physically. They are more and more becoming aware of the waste of early employment and are recognizing the fact that every child who goes to work prematurely contributes to ill health, industrial inefficiency, unemployment, low wages, poverty, and illiteracy. They have learned that the majority of American children are allowed to go to work without guidance or assistance in finding suitable employment and to remain at work with no supervision or protection save what the child labor laws provide.

Many communities, with the knowledge of conditions which the Back-to-School drive helped to reveal, are more convinced than ever that every effort should be made to protect children from excessive and premature employment and provide for the child entering industry some guidance in the choice of occupations. For this reason many communities planned a Back-to-School drive for the autumn of 1919 to return to school boys and girls who during the vacation period had entered employment and who were induced by the wages offered to remain at work. In some localities the school-welfare committees organized for Children's Year have become permanent committees cooperating with the school authorities to carry on every year a Stay-in-School campaign. In one State a School-Welfare circle has been appointed for each school. The following questionnaire was sent in the middle of September to each circle:

Has your school enrollment been checked with the latest school census?

Has your community looked up all the children of school age who are not enrolled?

How many children are out of school?

How many children have been returned to school?

How many children are out of school to assist in the support of the family?

Has provision been made for establishing a scholarship fund?

WORK STILL TO BE DONE.

There is need for carrying on each year a Back-to-School and a Stay-in-School campaign in order that no child in the future shall grow up without going to school and learning all that the school can give toward an intelligent and well equipped entrance into working life.

To make a Stay-in-School campaign effective and reduce child labor to a minimum communities should work to secure—

- (1) More and better schools.
- (2) Better-trained and better-paid teachers.
- (3) Better enforcement of the school attendance laws.
- (4) Better enforcement of child-labor laws and higher standards of protection for working children.

MORE AND BETTER SCHOOLS ARE NEEDED IN ORDER THAT NO CHILD SHALL BE DEPRIVED OF THE EDUCATION TO WHICH HE HAS A RIGHT.

When the Back-to-School drive was launched in one State it became known that in many cities and towns the schools were already overcrowded. It was estimated that if all the children in the State who should be in school were returned 40 per cent of them would have to stand. "Schools for all children and all children in school" is the slogan of the child-welfare committee. The chairman reports that "in many cities in the State additions will be made to the school buildings during vacation time and we trust when the schools open this fall there will be no children out of school who should be enrolled." In some of our larger cities many children are permitted to attend school only half-day sessions because the schools are so overcrowded.

It is not sufficient to secure legislation compelling children to attend school. There must be schools for them to go to and they must be made so plainly attractive that boys and girls will want to attend. The results of the Back-to-School drive indicated that the majority of children leave school because they are not interested in school and that the school fails to provide the training which meets their needs. If we are to keep children from going to work too early in life we must provide a schooling which holds their interest, satisfies their need, and gives them a sound foundation on which to build their industrial life when the proper time comes for them to enter industry. The Smith-Hughes Act which provides Federal aid for States establishing vocational training is a step in the right direction.

Inadequate training, poor equipment, unattractive school buildings often breed discontent. A discontented school child often produces a child laborer.

The rural schools must not be overlooked, especially when we consider that three-fifths of the American children live outside urban areas. Federal aid for the improvement of the rural school will do away with the cut and dried form of education that is not holding the country children in school, that is not holding them to country life, and that is not awakening their social interest. The day is gone by when farming can be carried on in the hit or miss way of

the past. The need for technical teaching is perhaps more apparent in the rural schools than elsewhere, for the boy or girl at work on the farm usually performs mechanical unskilled duties and receives little intelligent instruction save in very exceptional cases.

In England under the education act of last year it will be possible to build up on the elementary school course a really practical training in the main duties of the various branches of agriculture. It has been proposed to send town children out to the rural continuation schools and thus create a more fruitful movement back to the life of country districts.

In this country it is proposed to extend the principle of Federal aid to the elementary schools. The Towner bill introduced in Congress in May, 1919, seeks to find the alternative to child labor. It provides for an annual Federal appropriation of \$100,000,000 for educational purposes which would be distributed among the States according to population. This aid will not be granted the States unless they agree to abide by certain conditions imposed by the Government.

Of this total proposed appropriation \$7,500,000 will be allotted to the States for the instruction of illiterates 10 years of age and over; \$7,500,000 will be used to teach immigrants 10 years of age and over the English language; \$50,000,000 will be devoted to lengthening school terms and to improving the elementary schools, especially in the rural districts; \$20,000,000 will be used for promoting recreation, physical education, medical inspection, the employment of school nurses; and \$15,000,000 will be used for training teachers.

If Congress grants this appropriation it will mean that all the children of this country may in time have equal educational opportunities.

This year several States have taken steps to provide more and better training for their children. An increasing number of States are establishing consolidated schools in order that the rural schools may have better equipment, better trained teachers, and a more varied course of training.

Iowa passed a new school law this year known as the Evans-Smith Act which provides for the standardization of rural schools. This law carries with it an appropriation of \$100,000 to be used in bringing the country schools up to a recognized standard of efficiency. A rural school to benefit by this aid must be in good repair, with adequate heating and ventilating systems, well equipped with the necessary furnishings to conduct a good school. The school must be conducted for eight months out of each year. The teacher must hold a first-grade uniform county certificate, a normal training cer-

tificate, or a State certificate. If the school is designated by the State superintendent as a standard school it will receive \$6 per capita for each child who has an average attendance of six months for the preceding school year. This is Iowa's way of improving the rural schools and keeping the children in school longer.

The public schools belong to the community. They will be whatever the community makes them.

BETTER TRAINED AND BETTER PAID TEACHERS ARE NEEDED.

The Back-to-School drive could not be carried on in some communities because the schools were closed for lack of teachers. All over the country it is reported that teachers are leaving the schools for better paid work elsewhere and the attendance at teachers' training schools has decreased to an alarming extent.

The National Education Association recently published figures showing that out of approximately 600,000 public-school teachers in the United States approximately—

30,000 have had no education beyond the eighth grade of the elementary school.

100,000 have had less than two years' education beyond the eighth grade.

200,000 have had less than four years' education beyond the eighth grade.

300,000 have had no more than four years' education beyond the eighth grade.

300,000 have had no special professional preparation for the work of teaching.

In many parts of the country school teachers receive no more than \$40 a month. The public is beginning to realize that no community can afford to have its children taught by underpaid and inadequately prepared young men and women. This last year a number of States because of the shortage of teachers secured legislation establishing a minimum salary of not less than \$1,000 for all teachers in the State. In other States \$1,200 has been fixed as the minimum salary for elementary-school teachers.

Secure in your community higher salaries for teachers and as a result better trained and more competent instructors for your children.

BETTER ENFORCEMENT OF THE SCHOOL-ATTENDANCE LAWS.

The Back-to-School drive has shown that these laws in many States are not adequate; they are not enforced as they should be in many cities and towns and rarely enforced in the rural districts. Frequently authorities fail to provide a sufficient number of attend-

officers to enforce the law. Too often these officers are poorly paid and as a result untrained, inefficient, and often incapacitated for work.

One county child-welfare chairman reported, "The rural districts do not use the truant officers they have." The superintendent of public instruction at the request of the child-welfare committee sent a questionnaire to city and county superintendents of schools asking for the number of truant officers in the district, their approximate ages, previous occupation, and amount of education. With this questionnaire was distributed "The Truant Officers' Opportunity," a leaflet published by the child-welfare committee. Results indicated that the majority of the truant officers in the State are underpaid and past the active age of life. If compulsory school-attendance laws are to be enforced, an intelligent, well-trained attendance officer who is interested in the welfare of children should be a part of every school organization.

Such figures as are available indicate that in our cities less than three-fourths of the children continue in attendance at school as much as three-fourths of the year. In many rural districts the children attend school a little more than half the time the schools are in session. The terms for rural schools are, as a rule, much shorter than those for city schools. In 10 States the period of attendance required by law is less than five months. It is obvious that the children in these States do not get adequate schooling. In one State school officers are authorized to consider need for agricultural work or in excusing children in rural districts.

In nearly every community there may be found not only children who are so irregular in school attendance that they do not make their grade, but also children who fail even to enroll in any school. In one State last year it was found that 10,895 children failed to enroll in school. In another State a rural school inspector interested in the Back-to-School drive reported that 1,700 children in his district did not attend a day of school last year. "So many of them stay out in the fall and spring to help in beet fields," he said.

As a result of little or no schooling:

out of every 10 adults in the city can neither read nor write; out of every 5 adults in the country can neither read nor write. At present the illiteracy rate in the United States is eighth in the world of civilized countries. America can head the list only by providing well-equipped schools which the children shall be required to attend a full school term of nine months.

Irregular attendance at school is not only a loss to the child but it is also expensive to the State. One State found that it cost \$40,000 a year to reteach children who fail in the grades because they did not attend school regularly.

Irregular attendance leads to retardation. Retardation leads to elimination. Elimination results in child labor.

See that the school-attendance laws are enforced!

BETTER ENFORCEMENT OF THE CHILD-LABOR LAWS AND HIGHER STANDARDS FOR THE PROTECTION OF WORKING CHILDREN ARE NEEDED IN EVERY STATE.

It was found in connection with the Back-to-School drive that children were working in violation of the laws of their States. Children of school age were in the factories because there were not a sufficient number of attendance officers and factory inspectors to keep them in school and out of industry. No community can afford to have its children at work when they should be in school. Children at work depend largely upon the States in which they live for protection. It is true that the Federal Government has stepped in and has said that child labor must be prohibited in every State up to a certain age. But the Federal child-labor law which provides for an excise tax upon the profits derived from the work of children prohibits only the employment of children under 14 in manufacturing establishments, including canneries, and of children under 16 at any time in mines and quarries and in factories for more than eight hours daily or before 6 o'clock in the morning or after 7 in the evening.

The number of children affected by the Federal law is small compared with the total number of working children in the United States. Although the exact figures relating to the employment of children are not to be obtained, the latest, found in the census of 1910, give the number of working children between 10 and 16 years of age as approximately 2,000,000. Nearly three-fourths of these children are employed in agriculture. Less than 300,000 children are in occupations coming within the scope of the Federal child-labor law. With the Federal law in force, children under 14 in nearly every State will be able to work some time and in some occupation. The Federal law does not set a complete standard, nor one for all children.

Employment in agriculture and domestic service are exempt from the operation of the State laws. In every State children can work long hours at injurious tasks in homes and fields. The country child is neglected. Not only are there no restrictions regarding his employment, but his schooling is often curtailed. Three-fourths of the children at work—those employed on farms—are not protected by the child-labor laws.

England found that if illiteracy was to be destroyed the employment of children in agriculture would have to be regulated. Under

the Fisher Education Act, no child in all England can work at any occupation, including agriculture, before the age of 14. Up to that age he must attend school every year a full school term of nine months. A recent English periodical reported that farmers had been fined for working children in violation of this act.

Though no one can question the wholesomeness of supervised work on farms under proper conditions, it has been found that the States which have a high percentage of illiteracy also have a high percentage of rural child labor.

Rural child labor and illiteracy go hand in hand.

MINIMUM STANDARDS FOR CHILDREN ENTERING EMPLOYMENT.

At the Children's Bureau conferences held in the United States in May and June, 1919, standards of child welfare were proposed, discussed, and formulated. They included standards for working children. The raising of the age at which American children are permitted to enter industry and a more stringent control of the conditions under which boys and girls may assume the burdens of industrial life were urged. The following are the standards proposed by a committee of persons experienced in matters pertaining to children in industry. They are standards toward which every community should work and which surely are none too high for the protection of boys and girls who must be prepared to assume the responsibilities which the generation of to-day will soon lay upon them. The standards are as follows:

Age minimum.—An age minimum of 16 for employment in any occupation, except that children between 14 and 16 may be employed in agriculture and domestic service during vacation periods until schools are continuous throughout the year.

An age minimum of 18 for employment in and about mines and quarries.

An age minimum of 21 for girls employed as messengers for telegraph and messenger companies.

An age minimum of 21 for employment in the special delivery service of the United States Post Office Department.

Prohibition of the employment of minors in dangerous, unhealthy, or hazardous occupations, or at any work which will retard their proper physical or moral development.

Educational minimum.—All children between 7 and 16 years of age shall be required to attend school for at least nine months each year.

Children between 16 and 18 years of age who have completed the eighth grade but not the high school and are legally and regularly employed shall be required to attend day continuation schools at least eight hours a week.

Children between 16 and 18 who have not completed the eighth grade or children who have completed the eighth grade and are not regularly employed shall attend full-time school. Occupational training especially adapted to their needs shall be provided for those children who are unable because of mental subnormality to profit by ordinary school instruction.

Record forms shall be standardized and the issuing of employment certificates shall be under State supervision.

Reports shall be made to the factory inspection department of all certificates issued and refused.

***Compulsory-attendance laws.*—Full-time attendance officers adequately proportioned to the school population shall be provided in cities, towns, and counties to enforce the school-attendance law.**

The enforcement of school-attendance laws by city, town, or county school authorities shall be under State supervision.

***Factory inspection and physical examination of employed minors.*—Inspection for the enforcement of all child-labor laws, including those regulating the employment of children in mines or quarries, shall be under one and the same department. The number of inspectors shall be sufficient to insure semi-annual inspections of all establishments in which children are employed and such special inspections and investigations as are necessary to insure the protection of the children.**

Provision should be made for a staff of physicians adequate to examine annually all employed children under 18 years of age.

U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

JULIA C. LATHROP, Chief

COURTS IN THE UNITED STATES
HEARING CHILDREN'S CASES

RESULTS OF A QUESTIONNAIRE STUDY
COVERING THE YEAR 1918

By

EVELINA BELDEN



DEPENDENT, DEFECTIVE, AND DELINQUENT CLASSES SERIES No. 8
Bureau Publication No. 65



WASHINGTON
GOVERNMENT PRINTING OFFICE
1920

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, September 16, 1919.

SIR: I transmit herewith a report on courts in the United States hearing children's cases, the results of a questionnaire study covering the year 1918.

Miss Evelina Belden had charge of the planning of the study and the collection and analysis of the material. The material for the report was assembled by Miss Belden and was completed for publication by Miss Emma O. Lundberg. Miss Ruth Bloodgood, Miss Mina Sessions, Miss Angelina Brockmeier, and Miss Marion Schaffner gave especially valuable assistance in analyzing the data.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

COURTS IN THE UNITED STATES HEARING CHILDREN'S CASES.

THE JUVENILE COURT MOVEMENT.

FUNDAMENTAL PRINCIPLES.¹

Twenty years ago the Illinois Legislature passed a law authorizing the establishment of a special kind of court for the hearing and disposition of children's cases.² This law, in accordance with which a juvenile court was established in the city of Chicago in July, 1899, marked the beginning of the juvenile court movement in this country. Previous to that time certain States, following the lead of Massachusetts, had provided for the hearing of children's cases apart from those of adults and had made some progress in developing other special features. But the Illinois law was the first attempt at serious modification of court procedure so far as it related to children. In 1901 the system under which the Denver Juvenile Court operates was established, in part under the authority of the school law of 1899.³ In 1903 the Colorado Legislature passed a special juvenile court law.⁴ Since then a great body of legislation affecting children who come before the courts has been enacted, and in communities representing every section of the country special courts have been created or special divisions have been established, and new methods have been introduced for the treatment of children's cases under existing court systems.

The jurisdiction of the juvenile court covers neglected and, in many States, dependent or destitute children, as well as children whose conduct is in conflict with the law. It is in regard to the latter class that the juvenile court movement introduced a new legal concept to the effect that the delinquent child is not to be proceeded against as one who has committed an offense against the State for which the State must mete out punishment, but is a subject for the State's special protection, care, and guardianship in exactly the same degree as the child who is neglected or homeless. The power of the court

¹ The sections on "Fundamental Principles" and "Significant Tendencies" were written by Katharine F. Lenroot.

² Laws 1899, p. 131. Approved April 21, 1899; in force July 1, 1899.

³ Session Laws 1899, C. 136, p. 342. Approved Apr. 12, 1899. Lindsay, Judge Ben B.: The Law and the Court. In "The Problem of Children and How the State of Colorado Cares for Them: A Report of the Juvenile Court of Denver, 1904." Denver, pp. 28-29, 36.

⁴ Session Laws 1903, C. 85, p. 178. Approved Mar. 7, 1903.

to extend this protection to the delinquent child is the same power which the courts in England and in the United States have long exercised in respect to destitute or neglected children and is derived from the capacity of the State to act as the ultimate parent of its children.¹

Since the fundamental purpose of juvenile court procedure is not to determine whether or not a child has committed a specific offense, but to discover whether he is in a condition requiring the special care of the State, it follows that the chancery or civil, rather than the criminal, procedure is best adapted to the end in view. Under the criminal procedure—with apprehension by warrant and arrest, trial on specific charges, strict application of the rules of evidence, conviction, and sentence—the punitive aspects of the process are repeatedly emphasized. The judgment must depend upon the technical evidence presented, and the vital social facts of home and environmental conditions and the child's physical and mental make-up can be given, at best, limited consideration. In contrast to this complicated legal machine is the simple chancery procedure, under which the judge in an informal hearing can utilize all the information that has been obtained about the child and his family, decide whether or not the child is in a condition of delinquency or neglect, and apply the remedies best suited to the correction of the condition.

In some jurisdictions the essential features of the juvenile court have been developed under a procedure which remains criminal in form but which is in substance a chancery proceeding, the strict limitations of the criminal process having been relaxed. Most authorities agree, however, that the true chancery proceeding is preferable.

The special modifications of court methods and court procedure which have been necessary in the development of the juvenile court have been designed to make possible the practical application of the fundamental principle that the child is a ward of the court, to be protected and safeguarded. The modifications may be grouped under three headings: (1) Methods of hearing and detention; (2) evidence; (3) judgment and disposition.

The first step in the special organization of courts for hearing children's cases was the provision that hearings for children should be separate from those for adults. As before stated, this measure preceded in some States the enactment of more complete laws for the protection of children before the courts. In modern juvenile court procedure of the best type children are given the advantage not only of separate hearings but also of hearings from which persons not

¹ See Mack, Julian W. (formerly judge of the juvenile court of Cook County, Ill.): "Legal Problems Involved in the Establishment of the Juvenile Court," *Brooklyn Review*, 1912, pp. 181-188; and Flexner, Bernard, and Baldwin, J.

Brooklyn Review, 1912, pp. 181-188; and Flexner, Bernard, and
New York, 1916, pp. 7-9.

having a legitimate interest are excluded. Proceedings in chancery, including the use of petition and summons; a method of detention separate from adults for such children as can not remain in their own homes pending the disposition of their cases; and special attention to cases of delinquent girls: these are essential to the fullest realization of the protective ideal of the court.

One of the fundamental distinctions between the juvenile court procedure and the usual criminal procedure lies in the matter of evidence. Since the youthful offender is not considered a criminal but a child in need of protection, the problem of the judge is not fundamentally to decide whether or not the child has committed a specific wrong, but, in the words of a former juvenile court judge, is to determine:¹ "What is he, how has he become what he is, and what would best be done in his interest and in the interest of the State to save him from a downward career?" Hence, legal evidence must be accompanied by complete social evidence, the result of a thoroughgoing investigation of the child's family history and circumstances, personal history and characteristics, and examination of his physical and mental condition. In order to utilize the results of the investigations and examinations, a system for recording and filing social as well as legal information is necessary.

Since the purpose of court action is protective rather than penal, purely punitive dispositions, such as fines, are done away with under the best practice. The judge must determine whether the child is in need of special care, and if the decision is in the affirmative, what provision would be best suited to his needs. A probation service equipped to give careful supervision to children in family homes is an essential feature of adequate juvenile court organization.

The cooperation of the court with other agencies in the community is of great assistance, particularly in the supervision of children through the probation department. Probation or supervision is not a negative force designed merely to prevent the recurrence of anti-social conduct, but a constructive effort to secure for the child the fulfillment of those essentials of physical well-being, mental health, home life, education, and social activities which may be lacking. This effort can result in successful accomplishment only through the fullest utilization of the resources of the community.

Juvenile court acts and similar statutes have been upheld by the courts as against various constitutional objections, such as deprivation of liberty without due process of law, denial of the right of trial by jury, and violation of the guaranty of a public trial.²

¹ Mack, Julian W.: "Legal Problems Involved in the Establishment of the Juvenile Court," in Breckinridge and Abbott, "The Delinquent Child and the Home." Charities Publication Committee, New York, 1912. p. 198.

² "Supplement to Annual Report of the Attorney General of the United States, for the year 1914." Washington, D. C., 1915, pp. 23-35.

The fundamental principles of the juvenile court, as expressed in the first juvenile court law, have been sustained by a large number of judicial decisions. That proceedings instituted under juvenile court acts and similar statutes are not criminal in their nature has frequently been affirmed by the courts.¹ In an Illinois decision the court said:²

Our statute and those of a similar character treat children coming within their provisions as wards of the State to be protected rather than as criminals to be punished, and their purpose is to save them from the possible effects of delinquency and neglect liable to result in their leading a criminal career.

In a Utah case³ it was held that—

Such laws are most salutary, and are in no sense criminal and not intended as a punishment, but are calculated to save the child from becoming a criminal. The whole and only object of such laws is to provide the child with an environment such as will save him to the State and society as a useful and law-abiding citizen, and to give him the educational requirements necessary to attain that end.

The Supreme Court of Pennsylvania⁴ has stated—

The act is not for the trial of a child charged with crime, but is mercifully to save it from an ordeal, with the prison or penitentiary in its wake, if the child's own good and the best interests of the State justify such salvation. Whether the child deserves to be saved by the State is no more a question for a jury than whether the father, if able to save it, ought to save it. * * * The act is but an exercise by the State of its supreme power over the welfare of its children.

As summarizing the main features usually considered essential to the organization of a juvenile court, the following may be specified:

1. Separate hearings for children's cases.
2. Informal or chancery procedure, including the use of petition or summons.
3. Regular probation service, both for investigation and for supervisory care.
4. Detention separate from adults.
5. Special court and probation records, both legal and social.
6. Provision for mental and physical examinations.

PRESENT STATUS.

In order to ascertain how widespread has been the movement during the 20-year period that has elapsed since the organization of the first special juvenile court and to secure as accurate a picture as possible, by the means available, of the types of development in various sections of the country, the Children's Bureau undertook in 1918 a survey—by means of questionnaires and correspondence—of

¹ "Supplement to Annual Report of The Attorney General of the United States, for the year 1914." Washington, D. C., 1915, pp. 17, 18.

² *Lindsay v. Lindsay*, 257 Ill., 328, 233.

³ *Mill v. Brown*, 31 Utah, 473, 481.

⁴ *Commonwealth v. Fisher*, 213 Pa. St. 48, 54.

juvenile courts and other courts in the United States hearing children's cases. This study was made at the request of the National Probation Association and others active in child welfare work, and was designed to serve as the basis for further and more intensive studies of juvenile court methods and results. The study purposed to describe not the legislation permitting or requiring special courts or special procedure for children's cases but the actual machinery which was in operation. It aimed to discover the number, types, and location of courts having jurisdiction in children's cases and the amount and character of organization, including any special features developed in the courts or in cooperation with them which would reveal the trend of the juvenile court movement. Information was sought from every court having authority to hear children's cases involving delinquency or neglect, excluding courts serving areas of less than 5,000 inhabitants, and also excluding, for various reasons, a few other courts; courts in every State were addressed. The questionnaire consisted of three parts, sent to judges, probation officers, and clerks, respectively. Following is a brief summary of the main findings of the survey.

A total of 2,391 courts were addressed. All or part of the information desired was returned from 2,034, or 85 per cent. Definite reports of the number of children's cases heard during one year were received from 1,601 courts, 332 of which stated that no children's cases had been heard in the year reported upon. The remaining 1,269 courts reported a total of 140,252 cases heard.¹ A total of 79,946 cases of juvenile delinquency was reported by 1,088 courts; 556 courts reported hearing delinquency cases but did not specify the number; 390 reported no delinquency cases heard. For neglect and dependency, 37,387 cases were reported by 791 courts; 663 other courts did not specify the number; 581 reported no such cases. Of other cases, including truants not heard as delinquents, mental defectives, and children sent to hospitals for physical treatment, 11,111 were reported. For 11,829 cases classification was not possible. It is probable that the number of children's cases annually coming before the courts of the United States approximates 175,000.

In 22 States two-thirds or more of the courts having jurisdiction over children's cases served only rural areas, 9 of these States having within their boundaries no large or medium-sized cities.² Many of the courts serving cities of specified sizes served also smaller cities

¹ It was impossible to determine the number of children coming before these courts, because of differences in the methods of recording statistics in the various courts.

² For the purpose of this study, "large city" was defined to mean a city having a population of 100,000 or more; "medium-sized city," a city of 25,000 but less than 100,000 population; "small city," a city, town, or village of 5,000 but less than 25,000 population. The populations as given in the 1910 census were used.

and rural areas. The numbers of courts serving areas of specified types ¹ were as follows:

	Number of courts.
Areas containing large cities	57
Areas containing medium-sized cities.....	173
Areas containing small cities	742
Only rural areas.....	1,419

Ninety per cent of the courts addressed served areas in which there was no city of 25,000 or more inhabitants. The importance of the problem of court organization for the small town and the rural community is evident.

Courts were grouped under two main heads—specially organized courts and courts not specially organized so far as known. Only courts reporting (a) separate hearings for children, (b) officially authorized probation service, and (c) the recording of social information were classified as specially organized. In practically all cases these courts had some system of detention other than jail. The definition was based upon the primary and most common elements of juvenile-court organization. Many courts had other special features which might be considered essential to successful work with children. The minimum degree of specialization defined above was reported for 321 courts in 43 States and the District of Columbia—16 per cent of the 2,034 courts from which information was obtained. Of these 321 courts, 22 were juvenile courts established by special laws and independent of other court systems. Undoubtedly the number of specially organized courts is understated, though the work of some of the courts may be less valuable than appeared from the replies to the questionnaires. It is clear that in the majority of jurisdictions in the United States special provision for children coming before the courts has not yet been made.

All the courts from which replies were received serving cities of 100,000 or more inhabitants were specially organized; 71 per cent of the courts serving areas containing medium-sized cities; 16 per cent of the courts serving areas containing small cities; and 4 per cent of the courts serving only rural areas.

The majority of the courts which heard children's cases reported separate hearings for juveniles. A considerable number of the smaller courts, however, reported that hearings were not separate. The amount of privacy of these separate hearings could not be determined by the questionnaire method. The large courts in each State reported the use of special rooms or private offices or the judge's chambers for children's hearings.

Many courts reported that a woman was present at hearings for girls. She was in most instances a probation officer, though some-

¹ The area served was classified according to the largest city contained.

times members of advisory boards were called in. In six large cities especially qualified women served as referees for girls' cases. In one city, Washington, D. C., the judge of the juvenile court was a woman, and in seven counties of Kansas the probate judges, who also heard children's cases, were women.

From at least one court in every State in the Union came reports of detaining children in jails. The practice was much more general in some States than in others. Thirty-seven courts in 18 States reported that no effort was made to separate children detained in jails from adult offenders, though in many of these States such separation is required by law.

A total of 212 detention homes or rooms, in 38 States and the District of Columbia, were reported. A considerable number of courts used as a method of detention the boarding of children in family homes or placing them in the custody of court officials. Except for Massachusetts, this method was used to the largest extent in States having much rural territory. A further development of standardized placing out during detention seems to be needed, especially in small communities where the number of cases is too small to warrant the maintenance of a special detention home.

Every State in the Union except one had legislation providing for juvenile probation. Less than half the courts having jurisdiction over children's cases—45 per cent—were known to have had probation service during the year for which the report was made. All the courts serving cities with a population of 100,000 or more had probation service. Ninety-four per cent of the courts serving areas containing medium-sized cities; 66 per cent of those serving areas containing small cities; and 25 per cent of the courts serving only rural areas reported probation service. Only 8 States reported a recognized worker for every court. In 15 States, so far as known, only a fourth or less of the courts had official probation work.

Less than half the courts reporting probation work, and less than one-fifth of all courts having jurisdiction over children's cases, had regular officers, giving full-time service paid for by the court. For the other courts the probation work was done by persons authorized by the court who gave part-time service, by officially recognized agents of public or private organizations who combined the work of probation with their other duties, or by volunteers officially authorized as probation officers.

In 6 States agencies were reported which were supervising juvenile probation work throughout their respective States, thus tending to standardize the work of the various courts. These States were Massachusetts, New York, Connecticut, Rhode Island, Vermont, and Utah. In 8 other States the courts were responsible in a limited way to the State board of charities or some similar body. In 4

additional States annual reports were made by the courts to a State board or to the governor.

The returns indicated that in many courts social records were quite inadequate. There was a general lack of uniformity and a wide difference in definition, both in laws and in court usage. In the States having State supervision of probation work statistical reports are sent at regular intervals to the supervising body, which prepares statistics for the State. The supervising commission or other body also assists the local courts in developing good records and in many other ways. In other States the methods of compiling statistics frequently differed in the various courts, and comparable data were not available even for the courts within a single State. Fair comparisons of any one State with other States are thus practically impossible.

Physical examinations of children before the courts frequently disclose conditions of health the improvement of which may result in the removal of important contributing causes of delinquency. Of 909 courts replying to the questionnaire sent the probation officer, 671 reported provision for physical examinations. Many of the examinations were probably those required by law before commitment to institutions. In the majority of places where the examination was part of the investigation and was not made merely in connection with commitment, only those children were examined who gave evidence of abnormal physical conditions. In 23 courts, of which 21 were special courts serving large cities, physical examinations were made by physicians attached to the staff of the court or regularly making this examination for the court.

Of the 2,034 courts replying to the questionnaire, 145, or 7 per cent, reported mental examinations in clinics organized for that purpose or by persons having some psychiatric or psychological knowledge. The courts having special provision for mental examinations often examined only cases presenting special problems, or repeaters. In only 13 courts were there clinics maintained as a part of the court organization, where examinations were made by psychiatrists or psychologists definitely attached to the court. These clinics were all located in cities of 100,000 or more population. In two States departments had been established by law for the mental diagnosis of children brought to them from the courts of the State. For the other courts examinations were made through the cooperation of social or civic agencies and institutions or by private individuals having some special qualification.

Although special court organization for the hearing of children's cases was found in certain communities representing every section of the country, in many small towns and rural communities, as has been indicated, children were still subjected to the unsocialized

court procedure that the juvenile court movement was designed to replace. Even where attempts have been made so to modify the judicial machinery that it may be more humane and effective in dealing with children, the development has not been uniform. Among the courts included in this study may be found illustrations of all stages of development away from the old and toward the new ideals and methods. Many courts had arranged for separate hearings for children's cases, but still maintained the old attitude and imposed the old punishments. Lack of an adequate probation service, the absence of any method of detention other than the jail, failure to secure adequate social information and to provide a method for recording and utilizing these facts, judges who were not well qualified for their work and who failed to grasp its fundamental principles, unnecessary publicity of hearings—one or more of these and other defects in organization were frequently found.

Courts serving cities of 100,000 or more population had developed the primary features of special organization for children's work, though some of these courts were much in advance of others. Courts serving small towns and rural communities as a rule were poorly equipped for children's work. Yet 90 per cent of the courts addressed in the course of the study served areas in which there was no city of 25,000 or more inhabitants. The child from the village or rural community who is brought before the court has an equal right with the city child to be treated as a ward in need of protection, rather than as an offender to be punished. There is as great need in the former case as in the latter for adequate knowledge of home conditions, family circumstances, physical and mental condition, and personal characteristics. Detention in jail is as bad for the rural child as for the child in the city; probationary oversight as much needed.

It was estimated that 175,000 children's cases were brought before courts in the United States in 1918. Of these, approximately 50,000 came before the courts not adapted to the handling of children's cases. Statistics can not adequately reveal the injury done these children through their association with adult offenders, their trial under the old criminal processes, and the absence of equipment for the study of their needs or for proper oversight and protection.

SIGNIFICANT TENDENCIES.

The wisdom of dealing with the child offender not as a wrongdoer but as one in special need of care and protection has been fully borne out in practical experience. But the development of the juvenile court has necessarily varied in the different States, in accordance with differences in the density and character of the population

and the original governmental structure. To a large extent existing court systems have been utilized, and established methods of organization and practice have necessarily had their influence. The juvenile court movement is still in a formative period, and standardization of methods and definition of common principles are in progress. Some of the significant tendencies as brought out by the questionnaire study are summarized below.

The extension of juvenile court organization.—Increasing recognition is being given to the importance of the extension and development of juvenile court organization, that all children who come before the courts may have an equal chance. The problem for the immediate future is the working out of practical methods by which the principles of the juvenile court may be universally applied.

The area served is of primary importance in connection with the development of special organization. In the majority of the States the courts hearing children's cases serve entire counties or districts composed of several counties. A court having jurisdiction over a district sufficiently large to permit specialization has a great advantage over one or more small courts serving small areas. In order that such a court may operate promptly in any part of the district when need arises, referees are sometimes authorized to act in the absence of the judge. In North Dakota, for example, where the district system prevails, juvenile court commissioners are provided to act as referees and to assist generally in children's work. In Missouri the law authorizes the court to appoint a referee having specified qualifications to hear such cases as may be referred to him. In New York State a beginning in this direction has been made in one county through the recent law establishing a children's court as a part of the county court of Chautauqua County. Under this act the county judge, who is also the judge of the children's court, is authorized to appoint "a lawyer or other suitable person" to hear cases and report his recommendations to the court.¹ Where the county system is used, a unified probation service, a detention home, and a clinic for child study may be developed to serve the entire county.

Courts serving small towns or rural areas and hearing relatively small numbers of cases each year find it difficult to develop effectively their work for children. An organized probation staff, a detention home, and provision for physical and mental examinations are often impracticable. By the development of a county plan for probation, detention, and child study, and the utilization by all the courts in the county of these unified services, the children may be given the kind of care needed. In Erie County, N. Y., a successful experiment has been made along these lines. The Chil-

¹ Laws 1918, ch. 464, in force July 1, 1918, establishing the children's part of the county court in Chautauqua County, N. Y.

lren's Court of Buffalo serves only the city of Buffalo, and in the rest of the county children's cases are still being heard by justices of the peace. But a county-wide probation system has been organized, and a regular staff of probation officers makes investigations and supervises children on probation throughout the county.

One of the problems which courts hearing relatively few children's cases have found difficult to solve is the provision of a suitable method of detention for children who can not be left in their own homes pending the disposition of their cases. It is, however, sometimes impracticable to maintain a detention home. In such a case boarding children in carefully selected and supervised family homes has been found a satisfactory substitute. In Massachusetts this method has been widely used. It has been found to be successful, even in the city of Boston. This method would seem best adapted to courts serving small towns and rural communities.

The cooperation of the court with other social agencies in the community often makes it possible to develop a greater amount of special organization than could otherwise be obtained. If the volume of work does not warrant the employment of a full-time probation officer at an adequate salary, the duties of a probation officer may be combined with those of a school attendance officer, a county relief agent, or the secretary of a welfare association. In a number of counties such co-ordination of duties had been found practicable.

Medico-psychological work.—The importance of knowledge of the child's physical and mental condition, of his home, and of his family and personal history is recognized as essential to successful work by the court, though the development of facilities for diagnosis has been relatively slow. The Juvenile Psychopathic Institute of Chicago, now a part of the State-wide Juvenile Psychopathic Institute of Illinois, was the pioneer in the thorough-going study of children before the courts. The next court to take up this work, the Seattle Juvenile Court, did so by establishing a "department of social diagnosis," which is still maintained as such.

Investigation of home conditions and family and personal history is usually a part of the regular investigations made by the probation officers. Physical examinations are given much more generally than mental examinations. In 13 courts mental clinics were maintained as a part of the court organization. In some of these clinics the examinations of physical and mental conditions, and the studies of social histories were parts of a unified program for the diagnosis of the children's needs and possibilities. Frequently the only children given the intensive study indicated are those presenting especially difficult problems, though the present feeling among many familiar with the work is that all children coming before the courts

should have the benefit of such consideration. In the Judge Baker Foundation in Boston a large proportion of children before the juvenile court are given thorough physical examinations, their mental condition is carefully studied, and especially qualified investigators attached to the staff of the foundation gather the social data. All the information in a given case is then assembled and studied at a staff conference, and the diagnosis of the child's condition and the recommendation as to the kind of treatment needed is made by the director or his assistant.

Coordination of the trial and treatment of juvenile and family cases.—The socialization of the courts dealing with children has pointed the need for the socialization of other courts, especially those dealing with family life in its various aspects. Frequently juvenile courts are given jurisdiction in cases involving adults contributing to the delinquency or neglect of children. This is held by many to be essential to successful juvenile court work.

There is a movement looking toward the coordination of the trial and treatment of juvenile and family cases, including desertion and nonsupport, contributing to delinquency or dependency, divorce, illegitimacy cases, adoption, and guardianship. The National Probation Association has gone on record in favor of such consolidation of court work touching closely the family life, holding that all these cases should be dealt with in much the same manner as children's cases.¹ In the report of the committee of the National Probation Association on domestic relations courts in 1918, in which the case for the family court is strongly stated, the chairman emphasized the necessity for preserving the juvenile court organization.² He states that "the principle of the juvenile court is the foundation upon which the family court must be constructed," and defines the relation of the juvenile court and the family court as follows:

The family court is not intended to limit or restrict the jurisdiction incident to juvenile courts. In fact, the juvenile court will become an integral part, or division, of the family court. By reason of the organization of family courts, we believe that the administration of the juvenile court will become more effective and significant and better understood not only by those connected with the juvenile court but by the public generally.

State supervision of juvenile court and probation work.—The State probation commissions of New York and Massachusetts have done notable work in supervising juvenile probation and standardizing and centralizing the work of the courts. In some other States there are supervising agencies of various types. Such activities contribute

¹ Report of the committee on courts of domestic relations, in "Social Problems of the Courts," the annual report and proceedings of the National Probation Association, 1917, pp. 82-86. Albany, 1918.

² Domestic Relations Courts. Report of the Committee by Hon. Charles W. Hoffman, Judge of the Court of Domestic Relations of Cincinnati, chairman, in "The Social Work of the Courts," the annual report and proceedings of the National Probation Association, 1918, pp. 134-136. Albany, 1919.

greatly to the extension of the juvenile court organization, the maintenance of efficient probation service, the systematizing of the records, and the general application of the principles of the juvenile court movement.

Community cooperation.—The growth of the juvenile court has been to a great extent dependent upon the cooperation and assistance of other social agencies in the community. In many instances private effort has demonstrated the need for certain features, such as probation work, a method of detention, and child-study departments, which have later become a part of the regular organization, supported from public funds.

In many courts a definite method for cooperation with the community has been developed. Provision is made by law in a number of States for the establishment of county or other local boards which serve the court in an advisory and auxiliary capacity. In Alabama, for example, the juvenile law provides for the compulsory appointment of advisory boards for juvenile courts. The boards serve, without compensation, in a general advisory capacity. They may inspect institutions and make reports. In Minnesota the duties of the county boards of child welfare, working under the direction of the State board of control, include among others those of investigating cases, instituting proceedings, and giving the courts advice and assistance in all matters pertaining to the welfare of children.

In other States cooperating boards have been established without special statutory provision. Often State boards of charities or child welfare bureaus actively cooperate. A number of private societies doing protective work or child-placing give the courts valuable assistance.

As the work of the juvenile court develops, some of the underlying causes and conditions of child delinquency and neglect become more evident. The results of intensive studies of individual children have indicated the varieties of provision which must be made. The need for the early recognition and treatment of abnormalities in the child's physical, mental, or moral development has been conclusively demonstrated. In this field the responsibility reverts to the home, the school, and the other social forces of the community. The adequate fulfillment of these obligations will result in the prevention of a considerable amount of juvenile delinquency and in the consequent reduction of the number of children who come before the courts.

METHOD OF STUDY.

This study of courts in the United States hearing children's cases was conducted by means of questionnaires and correspondence. The limitations of the questionnaire method were recognized, but it offered the best means of securing general information in regard to the situation in the country as a whole, which would serve as a basis for further studies of the methods of dealing with children before the courts.

Information was sought from every court having authority to hear children's cases involving delinquency or neglect (with certain exceptions enumerated below), regardless of variations in definition. Courts in every State were addressed. The questionnaire, which was prepared by the Children's Bureau in collaboration with the committee on children's courts of the National Probation Association, and other experts in children's work, consisted of three parts, of which one was sent to judges, one to probation officers, and one to clerks.¹ The questions addressed to judges were concerned with jurisdiction, organization and method of trial and the questions to probation officers, with methods of investigation and probation work. Those sent to clerks asked for the number of cases and the dispositions. When replies were not received, follow-up letters were sent.

It was difficult to prepare lists of judges and probation officers and sources varied greatly in the different States. In two States, lists were furnished by a State commission concerned with the supervision of probation work. Fairly complete lists were furnished in more than half the States by a correspondent of the National Probation Association or by some State board or official. In several States there was no list of judges hearing children's cases or of probation officers and no organization or official in the State kept such information currently. The names of judges for specified courts could sometimes be secured from a State manual or a tax list or from some State official. Often it was necessary to address a court without the name of the judge.

The type of court having jurisdiction in children's cases is, in general, clear from the laws of a State, but in several States it could not be determined from the law without further inquiry. For example, in four States the judge hearing children's cases was selected from several court systems in the county, but in certain counties no

¹ See Questionnaire forms, Appendix B.

selections had been made and it was not possible to discover who was doing the work. In certain other States, one judge was assigned for juvenile cases from among a number of similar power. Or, again, concurrent powers were given two or more systems of courts, but not all these courts assumed jurisdiction in juvenile cases. It was frequently necessary to write to several courts in order to discover which one had assumed such jurisdiction.

Lists of probation officers were secured from State correspondents of the National Probation Association and others having special knowledge of probation and court work. Publications often gave the names of probation officers in charge. These returns were supplemented by names secured from the questionnaires addressed to judges; each judge was asked to state the number and kind of probation officers attached to his court. Some additional names were secured during the process of verification of the State analyses.

Every effort was made to avoid such misunderstandings and inaccuracies as are likely to occur in a questionnaire study. The three replies requested from each court (two if the court had no probation officer), though concerned with different phases of the work, served to supplement and clarify one another. Record forms and published or manuscript reports were secured when available, and were carefully compared with the questionnaire material. The summarizing of material was facilitated by explanatory letters sent to the bureau with many of the replies. Reports of State boards or commissions and of State institutions for juvenile delinquents and the provisions of the juvenile court laws were also studied. As opportunity offered, representative workers from various States were consulted in personal interviews, and the working summary of each State was submitted by correspondence to one or more persons in the State who were familiar with conditions.

The following courts were omitted from the study, though having jurisdiction over cases of delinquency and neglect: (1) Courts serving counties, districts, or cities, the population of which (in 1910) was less than 5,000; (2) a few courts serving counties formed since 1910; (3) justice of the peace or mayor's courts in small communities; (4) courts of appeal; (5) courts receiving juvenile cases through criminal indictment by a grand jury; and (6) courts with concurrent jurisdiction in juvenile cases but known not to be using this power. The replies received from the areas under 5,000 population showed little or no organization for juvenile court work. Most of the counties formed since 1910 were small, and information in regard to population was difficult to secure. However, 18 newly chartered counties in Idaho, comprising a large part of the State, have been included because they appeared to be doing work similar to that done elsewhere in the State. Justices of the peace or mayor's courts in small com-

munities were disregarded because such information as was received indicated that these courts rarely attempted special work and usually had insufficient records to furnish the information desired; also because the decision was often preliminary to a hearing by a judge with power to pronounce judgment. Cases before courts of appeal and cases brought through grand jury indictments were for the most part of exceptional character and few in number. Judges of the appellate courts who were addressed did not consider that their juvenile work was of the kind to be included in this study.

The facts presented in this report relate in general to the year 1918, during the spring and summer of which replies to the questionnaires were received. Changes resulting from later legislation have not been incorporated, though laws affecting methods of handling children's cases have been passed in several States during the 1919 sessions of the legislatures.

TOTAL NUMBER OF COURTS AND NUMBER FURNISHING INFORMATION, TOGETHER WITH AREAS SERVED.

The total number of courts included in the inquiry was 2,391.¹ More than half these courts had no recognized probation officer so far as known; the number of chief probation officers or officers in charge to whom questionnaires were sent was 1,071.

All or part of the information desired was returned from 85 per cent of the courts—2,034 out of 2,391. Percentages of replies from judges and from probation officers—80 and 85 per cent, respectively—show a slightly greater interest and response from probation officers. No separate percentage was computed for replies from clerks, because in many courts the judge or probation officer acted in that capacity and in some States a number of clerks returned replies for several counties within one court area.

TABLE I.—Number and per cent of courts replying to all or part of questionnaire inquiry, by population of largest city in area served.

Population of largest city in area served. ^a	Total courts.	Courts replying.	
		Number.	Per cent.
Total.....	2,391	2,034	85
100,000 or over.....	57	56	98
25,000-100,000.....	173	166	96
5,000-25,000.....	742	659	89
Under 5,000.....	1,419	1,153	81

^a According to 1910 census.

TABLE II.—Number and per cent of courts replying to questionnaire for judge, by population of largest city in area served.

Population of largest city in area served. ^a	Total courts.	Courts replying.	
		Number.	Per cent.
Total.....	2,391	1,917	80
100,000 or over.....	57	53	93
25,000-100,000.....	173	149	86
5,000-25,000.....	742	594	80
Under 5,000.....	1,419	1,121	79

^a According to 1910 census.

¹ If a district or circuit judge rotated over several counties, his complete circuit was considered to be one court and information from his various counties was combined. In Georgia, where one judge was to be designated for each county, and it was not always possible to discover who had been designated, a court was counted for each county even though it was presided over by a superior court judge who also rotated for several other counties. If two judges served one court, both were addressed, but the combined reply was tabulated as for one court.

TABLE III.—*Number and per cent of courts replying to questionnaire for probation officer, by population of largest city in area served.*

Population of largest city in area served. ^a	Total courts having probation service.	Courts replying.	
		Number.	Per cent.
Total.....	1,071	900	83
100,000 or over.....	57	53	93
25,000-100,000.....	162	150	93
5,000-25,000.....	498	427	87
Under 5,000.....	350	279	79

^a According to 1910 census.

All or part of the information desired was received from every court addressed in Massachusetts, New Hampshire, and North Dakota; from every court but one addressed in Delaware (two courts out of three), Iowa, Maryland, Michigan, Nevada, Rhode Island, and South Dakota; and from all but two in Arizona, California, Idaho, Montana, Nebraska, New Mexico, and Vermont. For the number of courts addressed and replying in each State, see Table IV.

TABLE IV.—*Number of courts replying to all or part of questionnaire inquiry, by State.*

State.	Total courts.	Courts replying.	State.	Total courts.	Courts replying.
Total.....	2,391	2,031	Montana.....	16	14
Alabama.....	67	57	Nebraska.....	69	76
Arizona.....	12	10	Nevada.....	9	8
Arkansas.....	75	61	New Hampshire.....	14	14
California.....	51	49	New Jersey.....	21	18
Colorado.....	37	31	New Mexico.....	8	8
Connecticut.....	37	34	New York.....	73	68
Delaware.....	8	2	North Carolina.....	112	77
District of Columbia.....	1	1	North Dakota.....	12	12
Florida.....	45	35	Ohio.....	88	84
Georgia.....	59	47	Oklahoma.....	75	63
Idaho.....	37	35	Oregon.....	26	21
Illinois.....	102	98	Pennsylvania.....	67	61
Indiana.....	68	62	Rhode Island.....	12	11
Iowa.....	26	25	South Carolina.....	43	34
Kansas.....	85	82	South Dakota.....	49	48
Kentucky.....	117	73	Tennessee.....	93	65
Louisiana.....	31	17	Texas.....	165	125
Maine.....	39	34	Utah.....	15	12
Maryland.....	12	11	Vermont.....	15	13
Massachusetts.....	71	71	Virginia.....	47	23
Michigan.....	77	76	Washington.....	32	25
Minnesota.....	86	83	West Virginia.....	31	26
Mississippi.....	27	18	Wisconsin.....	74	71
Missouri.....	38	34	Wyoming.....	11	8

Many replies evidenced a lack of understanding of the law. For example, several judges wrote that no juvenile courts existed in their counties, even though under the law the men who wrote the statements were themselves the juvenile judges when hearing juvenile cases. From one county the probation officer wrote that the judge selected had refused to act because he was already overworked and was too old to undertake anything additional. One judge wrote,

"It is confusing where two men have the same power, each one expecting the other to do it."

The differences in method of organization developed in city courts and in rural courts made it desirable to attempt a classification of the courts included in this study according to the population of the largest city in the area served. For this purpose the cities and rural areas in the United States have been roughly divided into four groups according to their population as shown in the Census of 1910:¹

- (1) Large cities with population of 100,000 or over..... 50
- (2) Medium-sized cities with population of 25,000, but less than 100,000..... 179
- (3) Small cities, towns, and villages with population of 5,000, but less than 25,000..... 1,000
- (4) Rural areas containing no city or town of 5,000 or over.

The number of courts reported as serving these four types of areas do not correspond with the number of areas because, on the one hand, certain large or medium-sized cities were each served by more than one court, and on the other hand certain courts serving a city served also surrounding territory, which may have included both rural areas and one or more smaller cities. Moreover, courts serving areas with less than 5,000 total population have been omitted entirely.

In 22 States, two-thirds or more of the courts included in the study served only rural areas. Nine States—Arizona, Idaho, Mississippi, Nevada, New Mexico, North Dakota, South Dakota, Vermont, and Wyoming—had no large or medium-sized cities. Illinois, Massachusetts, New York, Pennsylvania, and Ohio each had 10 or more courts serving areas containing medium-sized or large cities, Massachusetts having 31 courts serving such areas.

TABLE V.—*Courts serving specified areas, by States.*

State.	Total courts.	Courts serving areas whose largest cities were of specified size. ^a			
		100,000 or over.	25,000-100,000.	5,000-25,000.	Under 5,000.
Total.....	2,391	57	173	742	1,419
Alabama.....	67	1	2	9	55
Arizona.....	12			5	7
Arkansas.....	75		1	7	67
California.....	51	3	3	16	29
Colorado.....	37	1	2	8	26
Connecticut.....	37	2	5	30	
Delaware.....	3		1		2
District of Columbia.....	1	1			
Florida.....	45		2	6	37
Georgia.....	59	1	3	11	44
Idaho.....	37			5	32
Illinois.....	102	1	10	36	55
Indiana.....	68	1	4	36	27
Iowa.....	26		9	13	4
Kansas.....	85		3	19	63
Kentucky.....	117	1	3	14	99
Louisiana.....	31	1	1	8	21

^a According to 1910 census.

¹ Thirteenth Census of the United States, 1910, vol. 1, pp. 64, 65.

TABLE V.—Courts serving specified areas, by States—Continued.

State.	Total courts.	Courts serving areas whose largest cities were of specified size.			
		100,000 or over.	25,000- 100,000.	5,000- 25,000.	Under 5,000.
Maine.....	39	.....	4	30	5
Maryland.....	12	1	.....	7	4
Massachusetts.....	71	12	19	34	6
Michigan.....	77	2	7	29	39
Minnesota.....	86	2	1	18	65
Mississippi.....	27	.....	.....	15	12
Missouri.....	38	2	3	15	18
Montana.....	16	.....	1	8	7
Nebraska.....	80	1	1	18	60
Nevada.....	9	.....	.....	1	8
New Hampshire.....	14	.....	2	12	.....
New Jersey.....	21	3	5	8	5
New Mexico.....	8	.....	.....	3	5
New York.....	73	5	16	52	.....
North Carolina.....	112	.....	4	31	77
North Dakota.....	12	.....	.....	5	7
Ohio.....	88	5	9	43	31
Oklahoma.....	75	.....	2	12	61
Oregon.....	26	1	.....	5	20
Pennsylvania.....	67	3	15	29	20
Rhode Island.....	12	1	4	7	.....
South Carolina.....	43	.....	2	11	30
South Dakota.....	49	.....	.....	6	43
Tennessee.....	93	2	2	6	83
Texas.....	165	.....	8	29	128
Utah.....	15	.....	2	2	11
Vermont.....	15	.....	.....	9	6
Virginia.....	47	1	5	22	19
Washington.....	32	2	1	8	21
West Virginia.....	31	.....	4	13	14
Wisconsin.....	74	1	7	23	43
Wyoming.....	11	.....	.....	8	3

Classifying the courts addressed according to the largest city within the jurisdiction of each, we find 57 courts serving large cities, of which 56, or 98 per cent, replied; 173 courts serving medium-sized cities, of which 166, or 96 per cent, replied; 742 courts serving small cities, of which 659, or 89 per cent, replied; and 1,419 serving only rural areas, of which 1,153, or 81 per cent, replied (see Table I, p. 25). Enough replies were received from courts serving the various types of areas and representing all the systems of jurisdictions in each of the States to reveal the principal facts about specialization and organization.

CLASSIFICATION OF COURTS.

METHOD OF CLASSIFICATION.

In order to discover the number and distribution of the courts which were specially organized for handling children's cases, all courts from which replies were received were roughly grouped under two main heads: (1) Specially organized courts, (2) courts not specially organized so far as known. Classifications were made according to features reported on the questionnaires, and in some courts the amount of specialization may not have been fully reported. This division is suggestive as a method of classification rather than as an accurate presentation. Probably the number of courts which had special organization is understated, though on the other hand the work of some of the courts doubtless is less specialized and also less valuable than would appear from the replies.

SPECIALLY ORGANIZED COURTS.

Courts were considered as specially organized if they reported any significant amount of specialization and organization for work with children. Such specialization was reported for 321 courts in 43 States and the District of Columbia. Included in this classification were those courts which reported separate hearings for children, officially authorized probation service, and a system of legal and social records. In practically all cases these courts had some system of detention other than jail. In addition, a considerable number reported having informal or chancery procedure, a special judge giving all or the major part of his official time to children's work, a special court room or a definite arrangement for hearings in the judge's chambers, special attention to cases of delinquent girls, or provision for physical and mental examinations. Complete information on special methods used by the various courts could hardly be obtained in a questionnaire inquiry; this requires intensive field study. Of the courts from which reports were received, all the 56 serving areas in which there were cities of 100,000 or over were specially organized; 118 of the 166 serving areas with medium cities; 105 of the 659 serving areas with small cities; and 42 of the 1,153 serving only rural areas. It is probable that the majority of the courts not returning the questionnaires were not specialized, judging by other courts of similar areas and jurisdiction in the same States.

Of the 321 courts reporting special organization in accordance with the foregoing definition, 21 were juvenile courts created by special law and independent of other court systems. The special provisions of individual laws and the independence from other court systems usually permitted a larger amount of specialization than was otherwise possible.

TABLE VI.—*Specially organized courts and general courts, by population of largest city in area and type of area served.*

Population of largest city in area ^a and type of area served.	Total courts.	Courts replying.		Courts not replying.
		Specially organized courts.	General courts.	
Total courts.....	2,391	321	1,713	357
Urban only.....		45		
Urban and rural.....		234		
Rural.....		42		
Large city (100,000 or over).....	57	56		1
Urban only.....		19		
Urban and rural.....		37		
Medium-sized city (25,000-100,000).....	173	118	48	7
Urban only.....		15		
Urban and rural.....		103		
Small city (5,000-25,000).....	742	105	554	83
Urban only.....		11		
Urban and rural.....		94		
Only rural area (under 5,000).....	1,419	42	1,111	266

^a According to 1910 census.

A small number of courts reported some coordination in the trial and treatment of juvenile cases and family cases involving one or more of the following: Nonsupport, desertion, contributing to delinquency or dependency, divorce, illegitimacy, adoption, or guardianship. Twelve of the 21 juvenile courts created by special law also handled some domestic relations cases. Occasionally this coordination of juvenile and domestic relations work was specified in the law creating the courts. In other cases jurisdiction in juvenile cases was given to a court that already handled domestic relations cases. This coordination was sometimes effected by the judge through a combination of his duties as juvenile judge and judge of a court having jurisdiction over other types of cases. The judge in Los Angeles, for example, developed such a working method through having authority both as superior and as juvenile judge. Coordination in probation work for both types of cases was effected in some places which did not have combined trials. Undoubtedly more courts could, if they desired, effect such coordination without change in legislation.

Almost half the specially organized courts were in five States. In Massachusetts, 41 of the 71 courts hearing children's cases were

classified as specially organized; 29 of the 51 courts in California; 37 of the 77 courts in Michigan; 30 of the 88 courts in Ohio; and 19 of the 67 courts in Pennsylvania. The 321 courts with special organization represent 13 per cent of the 2,391 courts covered by the questionnaire study, and 16 per cent of the courts from which replies were received.

COURTS NOT REPORTING SPECIALLY ORGANIZED JUVENILE WORK.

All courts not reporting specially organized juvenile work were called "general courts." In this classification were included the courts whose judges devoted most of their time to other duties than their work for children and whose work was not organized as previously described. A few of these had some provision for probation, clerical work, and detention, though not giving enough recognition of these particular phases as they concerned children to be included in the previous classification.

At the outset of any statement of the number of general courts, it should be clearly understood that this classification does not necessarily imply inadequate results secured by the courts. Work of a high order might have been performed even without a special juvenile law or special machinery, if the need were realized and the court officers possessed a natural genius for children's work. Judges of general power sometimes were known to be settling informally many cases of minor importance, disciplining parents instead of children, working out preventive measures, themselves taking children on probation if there was no probation officer, informally holding children in a private home pending a hearing, and in other ways treating the children who came to their attention as wards of the court.

Reports from general courts, however, frequently showed not only a lack of organization but also implied a lack of realization of the significant possibilities of the work. The attitude of the judges in the less populous centers and consequently in the general courts was variously referred to in correspondence received during the course of the study. To quote from seven States in different sections of the country—

* * * unlikely that you will get replies from a very large proportion of these judges as in many counties they scarcely know that they are the judges of the juvenile court.

The whole juvenile delinquency and probation is exceedingly crude and primitive.

Very little juvenile court or probation work is done outside of the larger counties.

The juvenile work in the small counties is so primitive and the county judges have such a variety of cases and such small salaries that it is not considered very important.

Most of them [the judges] think there is no need for such a court because of the sparsely settled communities in the judicial circuits.

Juvenile matters are handled in the same way as all other cases * * * the truth of the business is the courts are doing nothing. Their entire activities can be summed up by saying that cases are heard and disposed of upon first hearing.

It has been repeatedly noted at gatherings when lawyers and judges meet that some judges are ignorant of the provisions of the juvenile court law. I regret that I must admit that this is the case. * * * Very many judges regard it as an unnecessary trouble.

Most of the general courts were for small or rural places; 1,111 were in purely rural areas; 554 served areas with small cities; only 48 served areas with medium-sized cities. Even with allowance for a possible overstatement of the total and for the excellent personal work accomplished in some unorganized courts, this number offers a challenge to the smaller centers to consider whether their work is adequate to their needs. From the number and character of cases reported from some of these localities, especially those that lacked probation service, there would appear to be problems of delinquency and neglect that are left undetected or uncared for, until they reach a serious stage and can be handled only by institutional commitment. The importance of suitable methods for detecting such needs and providing a workable method of dealing with them continually suggested itself in the study of the replies received for these small places. Unorganized courts presided over by judges already occupied with other duties undoubtedly depend for their development of standards upon State advice or supervision.

SIGNIFICANT ASPECTS OF THE LEGAL JURISDICTION UNDER WHICH CHILDREN'S COURTS OPERATE.

Some of the laws under which courts hearing children's cases operate are codified statements of all the important provisions for the treatment of the children's cases within the court's jurisdiction. The studies indicated that such a codified statement of law relating to the classification, apprehension, detention, trial, and disposition of children coming before the courts makes for greater precision and uniformity in planning and developing the work.

Independent courts had been created by special law for 21 localities in 12 States and the District of Columbia; the remainder of the specialized courts and all the general courts hearing children's cases were parts of other court systems. The independence of the court or the system into which the juvenile work has been grafted inevitably has certain significant effects upon the spirit and work of the court.

In but 10 States—Alabama, Arkansas, California, Colorado, Louisiana, Michigan, New York, Minnesota, Missouri, Nevada—was the division of the court system dealing with children termed in the statutes "juvenile court" or "children's court," though in all but two States, Maine and Wyoming, special statutory provision has been made for the trial of some or all juvenile cases.

Of the courts operating as parts of other judicial systems the following types were county courts, 832; probate, 398; superior, 216; judicial district, 204. Similarly named systems in different States do not always have like powers.

Only through study of the special powers conferred upon these courts by the juvenile law could the extent of the criminal or chancery procedure be determined, and this would also require a study of the actual procedure used. For example, in one State it was discovered incidentally from some replies of judges that even though a county court was given original and exclusive jurisdiction with certain chancery power, these judges had referred children's cases to another system of courts, where the children were indicted and tried on felony charges.

In 10 States—Connecticut, Illinois, Iowa, Massachusetts, Mississippi, North Carolina, Texas, Vermont, West Virginia, Wyoming—

two or more systems of courts had concurrent jurisdiction. In Georgia, Maryland, Ohio, and Wisconsin a judge selected from one of several courts might be appointed as the juvenile judge.

This inquiry could not go into the details of these very complicated judicial systems or their effect upon the hearings of children's cases. Much explanation of legal procedure and constitutional differences and of the historical evolution of the courts would be needed to clarify the subject. To persons familiar with the courts of the States, the types of systems suggest in a general way the types of judges, the usual procedure, the personnel of the court, and the type of other cases also heard which would influence the method of trial and the attitude of the officer. All these matters are important in view of the fact that the majority of judges hearing children's cases were devoting most of their time to other cases.

One significant aspect of the legal jurisdiction is the unit of areas served by the court. If rural children are to come within the protection of the most advanced legislation, they must necessarily be within the jurisdiction of a court which can and will specialize for their care. A court serving a city unit of jurisdiction leaves the rural children under the charge of justices of the peace. If a court with one "rotating" judge and no referees serves a large district there may be uncertainties as to time and place of hearing—great distances to be traveled and lack of local cooperation. On the other hand, a court serving a district might be so organized with certain special provisions as to afford unusual opportunities for rural children. An understanding of areas is significant in any discussion of standardization, particularly that relating to probation service and its supervision, detention systems, advisory boards, and cooperation with other community enterprises for public welfare.

It is noteworthy that the most prevalent system was the county unit; in 21 States the county system was the only one used; in 9 States the county system was used in only part of the State. In these States probation service, advisory boards, and detention homes may be part of the county plan. Certain financial benefits may come to such courts because their area of jurisdiction coincides with the taxing and governing unit, especially the unit for distributing poor relief and providing funds for detention homes and probation officers.

In the next largest number of States the courts served a district or circuit unit. Not only the "district courts" but in a few States the chancery and circuit courts also served district units. North Dakota has provided in connection with its district courts juvenile court commissioners to act as referees and to be available for chil-

er's work at any time or place. In some States the county prothonotary remains in the county, though the judge rotates. The city or municipal system was the least common. In a few cases a court for a city unit had concurrent power with one for county or district. New York appears to be the only State in which the city unit system is used to any considerable extent. Except in three counties the courts dealing with children are either city, village, or town courts. In this State, with the exception of the three counties referred to, all the rural work is done by town justices of the peace or village police justices.

JUDGES AND METHODS OF HEARINGS.

SPECIALIZED JUDGES.

The judiciary and the public have recognized the importance of a special judge for children's work, at least for the larger courts in which the amount of work warrants either the appointment of a specially qualified person or the designation of one of a number of judges for the juvenile court work. In most of the statutes creating the independent courts, qualifications required for a juvenile court judge are specified.

Twenty-three judges in the United States were reported to be devoting their entire official time to their work in connection with special juvenile or special juvenile and domestic relations courts. Eighteen presided over courts in large cities; four in medium-sized cities; and one in a smaller place. All were in special juvenile courts. In some other courts the judges were reported as devoting the major part of their time to juvenile court work.

The method of appointment of the judges who heard children's cases depended upon whether the court was part of a State system or was a special court created by law. The judges of the courts specially created by law were variously appointed by a juvenile court commission, governor or mayor, or elected by popular vote; the judge of the Juvenile Court of the District of Columbia is appointed by the President of the United States.

If the court is part of a State system, the judge takes up his juvenile work as a result of his appointment as judge. In certain States, one of the judges of a system of courts assumed juvenile work as a result of assignment to it by his associate justices. In other States the selection was by vote of all the judges of courts of record in the locality. In some places the juvenile judge was designated by another judge who has been given the power of making such an assignment. For example, the judge of the Juvenile Court of Cook County (Chicago) is chosen from the circuit system by his associates; the judge in Milwaukee is chosen by a vote of all the judges of courts of record in the county; in Georgia the superior court judge may designate one of the judges of a court of record in a county to act as juvenile judge. It was known that 31 of the 321 organized courts had specially assigned judges.

REFEREES.

The laws in several States have provided for referees to assist in the hearing of children's cases, either as an arrangement for providing more specialized hearings, or for the purpose of hearing cases during the judge's absence.

In Colorado the law (A. 1909, C. 158) provides for the appointment by the judge of two or more persons in each city or town or justice of the peace precinct to be "masters of discipline." They receive petitions, hear cases, and make findings of facts with recommendations. They have powers and duties similar to those of masters in chancery. The court may approve the recommendation and act thereon, or may review the case. Only one Colorado court which replied to the questionnaire referred to the appointment of such a "master of discipline." This court, for Adams County, had five such persons to perform the work for its outlying districts.

In North Dakota the district judge may appoint a juvenile commissioner who has power to receive complaints, issue warrants, and investigate cases, and who has the general powers of a referee in civil cases. Seven such commissioners were reported appointed. They have also been appointed to act as probation officers, two also being clerks of the court. They travel over their districts as often as necessary. Such a system makes the juvenile court accessible to the rural parts of the district as well as to the county seat.

In Missouri the law provides that the circuit judge may appoint a referee to hear cases as provided by law in the hearing of civil suits. This law took effect in July, 1917, and it was, therefore, too early to expect many appointments by the time of the questionnaire study. The three courts which reported having such assistance had combined the office of probation officer with that of referee. In one place the officer did not find this a satisfactory plan. One of the judges wrote that juvenile matters were completely in the hands of referees, one in each county. In four of the counties served by this judge they were paid \$100 a year and in the other county \$600 a year for their services. One of the appointments was for a purely rural circuit. One judge who did not report using a referee wrote:

As I have six counties in my district I must necessarily depend upon referees to a large extent, but the law provides that referees shall serve without pay and suitable persons will not serve.

In two towns in Alabama the judges reported the appointment of referees; one, an attorney, virtually performed the duties of the juvenile judge; the other referee was appointed to be legal advisor on juvenile cases.

WOMEN ASSISTING IN HEARING DELINQUENT GIRLS' CASES.

In a few courts especially qualified women were acting as referees for delinquent girls' cases, hearing cases and recommending dispositions. Their recommendations were passed upon by the judges. In Denver and Los Angeles a woman was specially appointed as referee; in Chicago, Cincinnati, Cleveland, and Philadelphia a woman probation officer was selected to serve as referee in girls' cases; in Wilmington, Del., the judge appointed women as referees when needed. New Mexico had legal provision for women referees, but no appointments were reported.

There was one woman judge of a special juvenile court in the United States—the judge of the juvenile court of the District of Columbia. In seven counties of Kansas the probate judges who also heard children's cases were women. Three of these counties had populations under 5,000 in 1910.

Many courts reported that a woman was present at hearings for girls. These were usually probation officers, though sometimes members of the advisory boards were called in. In the State of California the law requires that so far as possible no case of a girl shall be heard without the presence of a woman in the court room. In some courts in the State the person present was a woman probation officer or a woman member of the county committee on probation.

SEPARATE HEARINGS FOR CHILDREN'S CASES.

The majority of courts in the country which heard children's cases reported separate hearings for juveniles. A considerable number of the smaller courts, however, reported that hearings were not separate. The lack of separate hearings was most often found in places without probation officers.

The degree to which children were protected from the contaminating influences of police court trials, court rooms full of curious hangers on, and contact with adult prisoners could not be determined through the questionnaire. Neither could the amount of privacy of these separate hearings be discovered by this method. It is known that courts frequently arranged for a separate hearing by having the bench or desk placed at a distance from the seats for the audience, or in other informal ways. The law may not permit exclusion of the public from the court room, but the hearings may be made practically private through some informal arrangement.

The large courts in each State reported the use of special rooms, private offices, or the judge's chambers for children's hearings. All the large courts which had their own buildings or sections of buildings used this method for protecting the children from contact with older prisoners, and practically all the special courts reported special

court rooms or chambers. Those which did not report evidently failed to understand the purpose of the question. How separate these rooms were could not be determined. It is known that hearings were not always held in these rooms if the judge had a busy calendar. Wherever women referees were hearing girls' cases these were heard separately, in private rooms or anterooms.

In the Manhattan branch of the New York City Children's Court there are two kinds of hearings, one a formal hearing in a special court room for the bringing in of evidence and the listening to facts from the police and witnesses; the second and informal hearing for cases requiring social investigation, in an anteroom, for the reception of social information and disposition of the case. No other city reported similar arrangements.

Courts in practically all localities reported a definite effort to have parents of children present at hearings. The laws in most of the States required that a summons be sent to the parent or guardian of the child.

DISPOSITION OF CASES.

The attitude of the judges, the amount of organization, the effectiveness of probation service, all have considerable influence upon the number of children who are brought before a judge for delinquency or neglect and the proportion dismissed immediately, placed under supervision, or committed to institutions. A marked difference was reported between the number of cases brought before courts in cities of similar size in the same or different sections of the country. This difference was due in large part to the varied presence in the community of contributing causes, but may also be attributed in a considerable measure to the variation in the amount of organization of the respective courts and their differing methods of work.

Statistical reports on numbers and dispositions of cases did not permit of much analysis, for reasons stated in the discussion of records. An analysis was, however, attempted for Illinois, a State for which information was fairly complete. The dispositions of cases were compared for the highly organized court in Chicago and 62 of the 101 courts outside Chicago, which gave comparable figures. Most of these smaller courts had some probation work, and 3 had enough organization to be classified as specially organized courts.

The comparisons indicated that the highly specialized court in Chicago was placing a much larger proportion of delinquent children on probation and sending a much smaller proportion to institutions, and that a much smaller proportion of minor cases was being brought into court than elsewhere in the State. Table VII shows the comparative percentages.

TABLE VII.—Comparison of dispositions of delinquency cases in the Chicago court and in other courts in Illinois during one year.

Disposition of case.	Delinquency cases in Illinois courts. ^a									
	In Chicago.		Outside Chicago.							
			Total.		In courts serving areas whose largest cities were of specified size.					
					25,000-100,000		5,000-25,000		Under 5,000.	
	Num-ber.	Per cent distri-bution.	Num-ber.	Per cent distri-bution.	Num-ber.	Per cent distri-bution.	Num-ber.	Per cent distri-bution.	Num-ber.	Per cent distri-bution.
Total.....	3,007	100.0	974	100.0	405	100.0	437	100.0	132	100.0
Dismissed.....	193	6.4	185	19.0	78	19.2	87	19.9	20	15.2
Probation.....	1,371	45.6	273	28.0	96	23.7	134	30.6	43	32.6
Committed.....	766	25.5	457	46.9	195	48.2	202	46.3	60	45.4
Other, pending, and not reported.....	^b 677	22.5	59	6.0	36	8.9	^c 14	3.2	^d 9	6.8

^a Based on Chicago court and 62 of the 101 courts outside Chicago.

^b Includes 216 guardians appointed to place child in home; 459 continued generally; 2 committed to county agent to be deported as nonresident.

^c 10 pending and 4 not reported.

^d Pending.

Some insight into the attitude of many judges of general power in the disposition of the children who come before them was gained from their reports. These frequently failed to differentiate between the case of a child and of an adult or to recognize the cardinal principle of juvenile courts—that the purpose is not punishment but education and discipline suited to the needs of the child. The terminology used in the replies frequently linked children with criminals.

Judges of general powers sometimes referred to their own methods in terms which imply little realization of the distinction, as illustrated by the following quotations:

* * * all cases against children are held at same court as against adults, no distinction.

There is no juvenile court in this county, nor is there any probation officer appointed to look after children. Children are tried before the same court as adults, but when they are of tender years are sent to the State reformatory.

I never shut the door of hope to the young offenders and my rule is not to send them to the State penitentiary, and I place them on the county farm, as the adults are placed. I usually make some arrangements with the man and wife in charge of county farm by which these children can be looked after and given some training.

In this State the county judge acts as probate judge, but in all cases where misdemeanor or crime has been committed the cases are handled by the judge of the criminal court. He sometimes lets them go on probation and sometimes sends them to the reform school. The only cases as a rule that are handled by the county judge are when the parents bring in disobedient and willful children and request that they be committed to the reform school.

We have a State reform school to which delinquents are sent from circuit court. Can't be sent to reform school till found guilty of felony and sentenced to penitentiary. Ought to be accessible to parent or citizen in juvenile court without criminal procedure.

Cases were based upon a criminal information signed by the county and prosecuting attorney charging the delinquent with the commission of a crime. When delinquents are found guilty of a crime, they are sent to the industrial school.

One judge spoke of State institutions, or schools, for criminal and incorrigible children, and that prosecutions for commitments to an institution must go through the criminal division under the criminal code. The lists of cases reported for several courts in one State referred to "felonies" and "misdemeanors."

Two judges wrote: "A child under 16 is never placed in prison unless he commits a very grave offense, or is a hardened criminal and beyond control," and "young criminals in this State are carefully looked after by the judges."

In three States the judges referred to whipping as one method of disposition of the cases. One judge said his method in dealing with truants was: "First, lectured; second, ordered whipped by parents; third, turned over to the State board of charities and correction." Among the dispositions listed in the published statement in a report of a State board of charities, whipping was reported for four courts for 121 children, both white and colored. In another State a judge said that in a great many cases where nothing serious has been done the parents of the child or children are required to give them a whipping.

A report sent in by one court is an interesting commentary on the methods still existing in some parts of the country. Of the children brought before the court in the year for which the report was made, 65 were sent to jail; 40 were placed in a chain gang; 12 were sent to a reformatory and 1 to an orphanage; 156 were fined; 156 were dismissed; judgment was suspended for 25; and only 51 were placed on probation.

A judge from another State wrote of methods of handling juvenile delinquencies and criminals among children, saying: "In such cases when the circumstances warrant we usually send them to the State reformatory, State farm, or parole them under the care of some person who may be interested enough to give them proper care and attention. In some cases the individual, though a minor, sometimes is sent to the chain gang or penitentiary."

Fines were not generally imposed upon children, though a few courts in 32 States reported using this form of punishment.

INFORMAL HANDLING OF COMPLAINTS.

In many courts complaints were received informally and investigated by the probation office without a petition or warrant having been filed. By this means many cases were settled without a formal court hearing. Informal handling of complaints appeared to be more usual in some States than in others. Some States did not permit probation officers to make investigations preceding the trial. But in States where this was allowed the large, well-organized probation offices frequently reported handling on informal complaints as many children as were reported brought into court on formal complaint.

The method of procedure in a well-organized complaint department is described by the Chicago court:¹

The head of the complaint department receives all complaints, so that none are received that do not rightfully belong to the court. The complaint is then registered with the social service registration bureau, so that when the officer receives it he or she can immediately get information from the various philanthropic agencies of the city with which the family has come into contact. The officer then proceeds to ascertain what the facts in the case are, reporting every visit made to the head of the department. If possible, the children are not brought into court, but the case is settled out of court by the visiting of the investigating officer or by referring it to the proper public or private agency or person.

It is interesting to note that in courts which made a practice of handling complaints informally the percentage of cases dismissed on court hearing was low. A tentative comparison was made for the court in Chicago and the courts in other parts of Illinois. This showed that the Chicago court dismissed only a third as large a proportion of its cases as the other courts in the State (6.4 per cent for Chicago, 19 per cent outside Chicago).

COMMITMENTS TO AND RELEASE FROM INSTITUTIONS.

An attempt was made to discover through the questionnaire the relationship of the court to the institutions to which children were committed, and the number of States in which the court retained control of the child after commitment, including authority over his release from institutional care. Because of the legal difficulties involved in this question and the evident misunderstanding by many judges, no reliable summary could be made. The judges frequently considered that they had ultimate authority over commitments, because their original order stated the term during which the child was under the supervision of the institution, frequently until majority or until 21. Other courts operating under the same law considered the release to be within the hands of the institution if the institution determined the time and circumstances of parole. The same misunderstanding occurred in the interpretation of the question relating to whether a commitment to an institution was determinate or indeterminate, and very little was secured from the replies to this question.

¹ Juvenile Court and Juvenile Detention Home (Cook County, Ill.), Annual Reports, 1916. Chicago, 1917. p. 6.

DETENTION.

METHODS OF DETENTION.

Methods of detention varied not only in different sections of the country but within a single State. They reflect, in a measure, degree to which the modern principles of children's work are appreciated, for some suitable arrangement for the separate detention of children awaiting hearing and disposition is an essential factor in the organization of a juvenile court. The actual methods used were different in various communities and depended, in part, on the number of children to be considered and the type of area covered. While distinctive plans had been developed by some courts for their detention homes and boarding-out systems, a large number of smaller courts had paid little attention to this important feature. Some had no method of detention other than the jail.

This questionnaire inquiry has attempted merely to enumerate prevailing methods used, and to indicate roughly the extent to which those most approved have been reported. No attempt has been made to tabulate the method used in each court in the country, because of the varied combinations of methods reported by individual courts and the large number of indefinite replies which could not fairly be classified. Further study would be needed to define the standards of care maintained by detention homes or the adequacy of supervision of private-family homes. It was not even possible to test all the methods reported by the minimum requirement of separation of children from contact with adult prisoners or paupers. In all courts children frequently are permitted to remain at home with their parents either after the formality of signing a bond or after the parent or probation officer has promised to produce the child in court for the hearing. In a few instances the judges reported that every case was disposed of immediately and consequently no method of detention was necessary.

The methods reported for detaining children who do not remain at home pending hearing fall into five groups as follows:

- (1) Publicly supported detention home or room connected with the court.
- (2) Privately supported detention home.
- (3) Family home and home of court official.
- (4) Other expedient.
- (5) Jail or police station, with or without separation from adults.

DETENTION HOMES AND ROOMS.

Two kinds of detention homes for children are used: those termed in this report "publicly supported detention homes," maintained especially for the temporary detention of children for the court, and those termed "privately supported detention homes," maintained by a society primarily for its own use, though they may also be used by special arrangement for the temporary detention of court children. Occasionally where homes are not established, rooms with more or less equipment are provided. These do not include rooms in which children could be kept only during the day.

A total of 212 detention homes and rooms was reported, of which 163 were publicly supported detention homes, 23 were privately supported detention homes, 24 were rooms. In two cases the type and management were not specified. It is possible that a few of the "homes" reported were family homes. These homes and rooms were in 38 States and the District of Columbia. The replies from 10 States—Maine, Maryland, Mississippi, Montana, Nevada, New Mexico, North Carolina, North Dakota, Vermont, and Wyoming—did not report even one detention home or room within the State; and from about half these States the information on other methods of detention also showed little attention paid to this important feature.

TABLE VIII. - *Types of detention homes and rooms reported used in 1918, by courts serving specified areas.*

Type of detention home or room.	Total detention homes or rooms.	For courts serving areas whose large cities were of specified size. ^a			
		100,000 or over.	25,000-100,000.	5,000-25,000.	Under 5,000.
Total.....	212	47	61	55	29
Publicly supported detention home.....	163	38	43	59	23
Publicly supported detention room.....	24		4	14	6
Privately supported detention home.....	23	9	12	2	
Detention home, type not known.....	2		2		

^a According to 1910 census.

These 212 detention homes and rooms were about evenly divided between courts serving areas in which there were large or medium-sized cities and courts serving only small cities or rural areas. Detention homes serving courts in areas containing cities of more than 25,000 population were not restricted to any one section of the country; but homes serving rural areas or areas in which there were only small cities were reported from only 24 States.

Of the 50 large cities, 41 were known to have in all 47 detention homes. From one large city in New Jersey no reply to the questionnaire was received, and from three courts serving large cities no reply to the question on method of detention. The remaining five

large cities were served by courts which regularly boarded the children in supervised family homes.

Of the 179 cities with a population of 25,000 to 100,000, there were 74 in which there was a detention home in the city or in the court area in which it was located. This represents a total of 61 homes in medium-sized cities. Three homes located in medium-sized cities and six located in large cities also served medium-sized cities in their court area. No report in regard to the method of detention was received from 17 medium-sized cities, 13 where the court was located in the city, and four where the court was elsewhere in the area. In 86 cities in which a court was located in the city and in two for which the court was located elsewhere in the area, the reports stated that there were no detention homes.

A considerable proportion of the detention homes located in large or medium-sized cities served courts which also included in their jurisdiction other cities or rural districts. It is, therefore, impossible to determine satisfactorily the extent to which detention homes were actually provided for small cities and rural areas. Seventy-five detention homes were reported for cities having a population of from 5,000 to 25,000 and 29 for courts serving rural areas only. In a few cases the area served by a detention home could not be clearly determined, but it appears that at least 86 detention homes in large or medium-sized cities and 72 in small cities received children from the rural districts served by courts in these cities.

Determination of the actual provision made for children requiring detention is complicated by the fact that some homes were used for certain classes of children only. In 10 cities the detention home received girls only or boys only, white but not colored, or colored but not white, or delinquents but not dependents, or vice versa. In a number of cities and rural areas reporting detention homes, certain children were detained in jail, either because they were above some specified age or because they were exceptionally difficult.

It has been noted above that the great majority of the special detention quarters were managed especially for the court. All the 29 detention homes or rooms located in purely rural areas and all but 2 of the 75 located in small cities were publicly supported detention homes or rooms. Of the 108 detention homes or rooms in cities with more than 25,000 population, 23 were privately managed, usually by a protective society. But more than half the private detention homes were supported in part from public funds. New York City depended upon four shelters managed by the four local Societies for Prevention of Cruelty to Children and six other cities in New York State used shelters managed by humane societies. Three cities and one county in the State maintained publicly supported detention homes. A private detention home managed jointly by "

the children's societies was reported from Philadelphia as used for dependent and neglected children before the court, while a detention home managed by the court was provided for delinquents; homes maintained by child-protective societies were used in Massachusetts to supplement boarding homes.

The replies to the questionnaire do not indicate to what extent the detention homes provided for the examination and physical care of the children; whether the homes were used also for other purposes; and, if so, whether court children were kept from associating with other children.

FAMILY HOMES OR HOMES OF COURT OFFICIALS.

A considerable number of courts used as a method of detention the boarding of children in family homes or placing them in the custody of court officials. Often family homes were used to supplement other forms of detention. Except for Massachusetts, this was done to the largest extent in States having much rural territory—Kansas, Michigan, Minnesota, Nebraska, and South Dakota.

In Massachusetts this method of detention was used in the central Boston court and in the courts in three medium-sized cities, as well as in small cities and rural areas. In Boston the homes were found by the Boston Children's Aid Society, and elsewhere, through the State board of charity.

What standards of family care were required, and whether children temporarily boarded for the court were placed with families who were not boarding other children also, can not be determined from the replies to the questionnaire.

In Michigan the law requires that a detention home or room shall be maintained at public expense in each county. For 6 courts it was reported that children were placed in charge of a county agent who was usually the probation officer and that he kept them until the time of the hearing. His home was used for detention quarters and his wife was appointed as matron. In Kansas 16 courts stated that children were detained at the homes of probation officers, some of whom also held the office of sheriff.

A further development of standardized placing out during detention seems to be needed, especially in small communities where so few children come before the courts that a special detention home with a trained matron devoting full time to the work would not be feasible, and where cooperation with other communities or existing institutions is not practicable or desirable.

OTHER EXPEDIENTS.

Many courts which did not have regular detention homes reported arrangements for holding children temporarily in some near-by institution. The institutions used in this way included orphanages,

receiving homes of children's agencies, Salvation Army homes or lodges, working boys' homes, a home for the friendless, a Florence Crittenton Home, and a Y. M. C. A. Six rural courts representing six States used the local hotel as a temporary place of detention. Three courts in one State detained extremely difficult children in the State reform school. A number of judges from six States reported using the almshouse, one the county farm, three in as many States the county hospital.

A few courts using one or another of these expedients have been classed with the specially organized courts as having a method of detention better than the jail. In general it may be said that most of these expedients offer many difficulties of separation, classification, and supervision, which unless removed render this alternative inadequate. Great care has to be exerted to protect from contaminating influences children placed in institutions concerned primarily with adult paupers or delinquents, and, on the other hand, to protect the children living in orphanages and homes for the permanent care of dependent children from undersirable companionship with delinquent children from the courts.

JAILS.

Detention in jail may mean detention in a local or county jail, or in the sheriff's or jailer's home, if this is in connection with the jail, or in a police station. From at least one court in every State in the Union came reports of detaining children in jails. The practice, however, was much more general in some States than in others.

A large proportion of the courts in Alabama, North Carolina, Tennessee, and Texas mentioned jail detention. Three hundred and seventy courts in the 48 States reported having no better provision for detention than the jail or the almshouse. Many of these were, of course, small courts which handled few cases and, therefore, neglected to arrange a better method of detention. But of the 244 specially organized courts reporting 50 or more cases, which had arrangements for detention in a special detention home or in a family home or in some institution, 65 reported using the jail for the detention of certain children.

Many of the States permitting jail detention have a law requiring that children be kept apart from adults. Therefore separate rooms, matron's quarters, or juvenile wards were reported by a large number of the courts which used the jail. Thirty-seven courts, scattered through 18 States, definitely reported that no effort was made to separate children from adult offenders, though in many of these States the law required separation. A few courts used for children both separate quarters and quarters not separate from those in which adult prisoners were placed.

PROBATION.

Without definite provision for the investigation and supervision of children's cases an attempt to socialize the treatment of children which the courts would be fruitless. Every court should have such help available, either through a regular staff of its own, which is to be preferred, or through other persons who are officially delegated to carry this responsibility. A judge who decides the fate of a child requires more than legal facts of evidence. And, if the court is to place children under reformatory care, there must be available not only good institutions but persons especially qualified to care for children outside institutions.

The term "probation service" refers to the provision for supervising children brought before the court. Children who are not sent to institutions may be placed in charge of probation officers, whose duties usually include also investigations of the cases preliminary to sentencing or disposition.

In this study is included only the probation service which is a part of the court machinery or is authorized by the court. As probation workers are included persons appointed to serve either with or without compensation and other individuals or agents of societies normally associated with the court. If from time to time a judge informally requests one person or another to supervise an individual child, but does not require reports of the child's progress or of the termination of his probation, that court is not considered to have probation service. Valuable as such work may be, it does not constitute a part of the actual legal organization of the court. To the court has been given the legal responsibility for the disposition of children, and it is the court which is ultimately responsible to the community for results.

No summary has been made of the total number of persons acting as probation officers for children's cases. All the large cities had organized staffs, ranging from 2 to 87 workers. Some of these courts had not only a chief probation officer but also several specialized departments under the charge of supervisors. On the other hand, a county or a district of several counties often had but one officer.

AMOUNT OF PROBATION SERVICE.

Every State in the Union except one (Wyoming) had legislation providing for juvenile probation. Yet the data secured in this study indicated that less than half the courts having jurisdiction

over children's cases had probation officers during the year of the study. Of the 2,391 courts known to have assumed jurisdiction over children's cases, only 1,071 (45 per cent) had probation workers, so far as known; 58 of these courts had only part of their areas served.

Table IX gives the number of courts in each State with and without probation service according to the type or area served. All the 57 courts in the 50 cities of 100,000 population or more had probation service. In areas containing medium-sized cities 162 of the 173 courts, and in areas containing small cities 493 of the 742 courts, had probation service. Of the 1,419 courts serving only rural areas probation service was reported for 359. In terms of percentages probation service was reported for 94 per cent of the courts serving areas containing medium-sized cities, 66 per cent of the courts serving areas containing small cities, and 25 per cent of the courts serving only rural areas.

The 321 courts which were considered as having special organization, and 750 of the 2,070 courts not so classified, were known to have recognized probation service.

TABLE IX.—Total courts and courts with and without probation service by State and type of area served.

State.	Total courts.	Courts with probation service.					Courts without probation service so far as known.			
		Total.	Serving areas whose largest cities were of specified size. ^a				Total.	Serving areas whose largest cities were of specified sizes		
			100,000 or over.	25,000-100,000.	5,000-25,000.	Under 5,000.		25,000-100,000.	5,000-25,000.	Under 5,000.
Total.....	2,391	b 1,071	57	162	493	359	1,320	11	c 249	d 1,000
Alabama.....	67	10	1	2	5	2	57	.....	4	33
Arizona.....	12	10	.....	.....	5	5	2	.....	.....	2
Arkansas.....	75	4	.....	1	3	.....	71	.....	4	17
California.....	51	51	3	3	16	29	.....	.....	.....	.....
Colorado.....	37	19	1	2	7	9	18	.....	.....	15
Connecticut.....	37	32	2	5	25	.....	5	.....	5	.....
Delaware.....	3	1	.....	1	.....	.....	2	.....	.....	2
District of Columbia.....	1	1	1	.....	.....	.....	.....	.....	.....	.....
Florida.....	45	11	.....	2	3	6	34	.....	3	31
Georgia.....	59	11	1	3	4	3	48	.....	8	40
Idaho.....	37	19	.....	.....	5	14	18	.....	.....	15
Illinois.....	102	73	1	10	29	33	20	.....	7	22
Indiana.....	68	54	1	4	32	17	14	.....	5	9
Iowa.....	26	17	.....	8	7	2	9	1	6	2
Kansas.....	85	73	.....	3	18	52	12	.....	1	11
Kentucky.....	117	11	1	3	6	1	106	.....	8	98
Louisiana.....	31	8	1	1	5	1	23	.....	3	20
Maine.....	39	26	.....	4	21	1	13	.....	9	4
Maryland.....	12	7	1	.....	3	3	5	.....	4	1
Massachusetts.....	71	71	12	19	34	6	.....	.....	.....	.....
Michigan.....	77	77	2	7	29	39	.....	.....	.....	.....
Minnesota.....	86	27	2	1	9	15	59	.....	9	50
Mississippi.....	27	3	.....	.....	3	.....	24	.....	12	12
Missouri.....	38	33	2	3	12	16	5	.....	3	2
Montana.....	16	11	.....	1	7	3	5	.....	1	4
Nebraska.....	80	15	1	1	8	5	65	.....	9	56
Nevada.....	9	2	.....	.....	1	1	7	.....	.....	7

^a According to 1910 Census.
^b The following number of courts have only part of area served: Indiana 9, Iowa 11, Louisiana 4, Mississippi 2, Missouri 15, Montana 1, Nebraska 3, New Mexico 2, Virginia 4, West Virginia 7.
^c Twenty-one courts reported no cases last year.
^d Two hundred and sixty-two courts reported no cases last year.

TABLE IX.—*Total courts and courts with and without probation service by State and type of area served—Continued.*

State.	Total courts.	Courts with probation service				Courts without probation service so far as known.				
		Total.	Serving areas whose largest cities were of specified size.				Total.	Serving areas whose largest cities were of specified size.		
			100,000 or over.	25,000- 100,000.	5,000- 25,000.	Under 5,000.		25,000- 100,000.	5,000- 25,000.	Under 5,000.
New Hampshire.....	14	14	.....	2	12	.....	.....	.....	.....	.....
New Jersey.....	21	18	3	5	7	3	3	.....	1	2
New Mexico.....	8	2	.....	.....	1	1	6	.....	2	4
New York.....	73	58	5	16	37	.....	15	.....	15	.....
North Carolina.....	112	11	.....	.....	10	1	101	4	21	76
North Dakota.....	12	12	.....	.....	5	7	.....	.....	.....	.....
Ohio.....	88	78	5	8	42	23	10	1	1	8
Oklahoma.....	75	.....	.....	.....	.....	.....	75	2	12	61
Oregon.....	26	13	1	.....	3	9	13	.....	2	11
Pennsylvania.....	67	50	3	15	24	8	17	.....	5	12
Rhode Island.....	12	12	1	4	7	.....	.....	.....	.....	.....
South Carolina.....	43	4	.....	2	2	.....	39	.....	9	30
South Dakota.....	49	2	.....	.....	1	1	47	.....	5	42
Tennessee.....	93	20	2	2	3	13	73	.....	3	70
Texas.....	165	18	.....	7	6	5	147	1	23	123
Utah.....	15	15	.....	2	2	11	.....	.....	.....	.....
Vermont.....	15	15	.....	.....	9	6	.....	.....	.....	.....
Virginia.....	47	14	1	4	8	1	33	1	14	18
Washington.....	32	13	2	1	7	3	19	.....	1	18
West Virginia.....	31	13	.....	3	6	4	18	1	7	10
Wisconsin.....	74	12	1	7	4	.....	62	.....	19	43
Wyoming.....	11	.....	.....	.....	.....	.....	11	.....	8	3

Only eight States reported a recognized probation officer for every court: Four States in New England—Massachusetts, New Hampshire, Rhode Island, and Vermont—and four others—California, Michigan, North Dakota, and Utah. In the three last named States, part of the service was secured through a plan of cooperation which delegated this responsibility to another public official. In Michigan, the county agent for dependent children automatically becomes probation officer if none other is appointed for the county; in North Dakota the juvenile commissioner, and in Utah the superintendent of schools usually acts also as probation officer when appointed as juvenile judge. The adequacy of such service could not be determined by this inquiry.

Fifteen States had, so far as known, only a fourth or less of their courts officially served. These were Alabama, Arkansas, Florida, Georgia, Kentucky, Mississippi, Nebraska, Nevada, New Mexico, North Carolina, South Carolina, South Dakota, Tennessee, Texas, and Wisconsin. Two States, Oklahoma and Wyoming, had no official probation service for delinquent children, though in both these States the courts were aided by agents of humane societies or by other county officials.

TYPES OF PROBATION SERVICE.

Probation workers were classified as regular, irregular, school-attendance probation officers, police probation officers, and volun-

teers. Regular officers were those giving full-time service paid for through the court. Some officers dealt with both children and adults. Irregular probation officers were persons authorized by the court who gave part-time service, or officially recognized agents of public or private organizations, who combined probation with their other duties. If a school-attendance officer was definitely attached to the court as part-time probation officer, he was termed a school-attendance probation officer; if a sheriff, bailiff, police matron, marshal, or police officer combined recognized probation work with his other duties, they were termed police probation officers. Volunteer probation officers were officially authorized workers giving full or part time service without compensation.

Where there were several probation officers the kind of probation service in a court was defined according to the duties of the chief probation officer or the person giving the most important type of service. Preference was given in this order: Regular, irregular, school-attendance probation, police probation, volunteer.

Of the 1,071 courts with probation service, 457 had regular, and 375, irregular probation service. In 42 courts there were school-attendance probation officers; in 43, police probation officers; and in 58, volunteers. The probation service in 96 courts could not be classified because of insufficient information.

All the courts serving large cities had regular probation officers. Of the 162 courts serving areas containing medium-sized cities and having probation service, 129 reported regular probation officers. Regular officers also served 203 of the 493 courts serving areas containing small cities and 68 of the 359 courts with probation service serving only rural areas. All courts in Massachusetts, New Jersey, and Vermont were considered to have regular service. Many of the probation officers in these States devoted a part of their time to adult work.

TABLE X.--Number and per cent of courts with probation service, and courts with specified type of service, by population of largest city in area served.

Population of largest city in area served. ^a	Total courts.	Courts with probation service.							
		Num-ber.	Per cent.	Type of service.					
				Regu-lar.	Irreg-ular.	School-attend-ance proba-tion.	Police proba-tion.	Volum-teen.	Not re-ported.
Total.....	2,391	b 1,071	45	457	375	42	43	58	96
100,000 or over.....	57	57	100	57					
25,000-100,000.....	173	162	94	129	23	4	2	1	3
5,000-25,000.....	742	493	66	203	185	17	14	39	35
Under 5,000.....	1,419	359	25	68	167	21	27	19	58

^a According to 1910 census.

^b Fifty-eight of these have only part of their area served.

In a number of States the judge frequently appointed as probation officer one of the officials attached to the court or police department. In some places such persons probably did little special work for children. In many places they received fees but no salary. Kansas had the largest number of police probation officers of any State. In Oklahoma, county bailiffs, though not appointed probation officers, appeared to the judges to be worthy of mention in this connection. It is evident from the character of the replies of many of the police probation officers that they considered their duties in connection with children to be limited to conveying a child to an institution or jail, arresting or swearing out a petition against him, or presenting evidence in court. The constructive side of case work for children under their supervision did not appear in many of their reports. A number of large cities with organized staffs of regular probation workers also used police officers for particular phases of the work of the court, but they had other probation workers to supervise the children.

Besides the combination of probation work with the duties of a police or school-attendance officer, there is a significant movement, especially in rural places, to combine this work with that of other social work of the community. Many counties appointed the same individual to several offices. In a county in Illinois the probation officer was also county relief agent and school-attendance officer. In another county he was school-attendance officer and secretary of the associated charities. In a town in Iowa the probation officer was school-attendance officer and secretary of the welfare association, which was concerned with public health, family rehabilitation, relief and employment, friendly visitation, and juvenile work. In Alabama, Colorado, and Minnesota the advisory board, board of county visitors, or county child-welfare board often included as part of its regular activity the investigation of juvenile cases and such supervision as the judge desired. Most of the volunteer probation officers reported for Minnesota were members of county child-welfare boards. In Colorado, masters of discipline may be appointed by judges, both as probation officers and as referees with certain authority in hearing cases. Reference has been made previously to the combination of duties of the juvenile commissioners in North Dakota and the superintendents of schools in Utah. The combination of probation work with the work of private societies undoubtedly raises the standard of case work, and such coordination of work is often a necessary expedient in small or rural communities in order to secure trained workers.

APPOINTMENT OF PROBATION OFFICERS.¹

The majority of probation officers were reported appointed by a judge and serving during his pleasure; in 37 States and the District of Columbia all or most of the appointments were made by judges. In one county in West Virginia the county commissioner appointed on recommendation of the judge. In Baltimore the judges of the supreme bench made the appointment.

Civil service was used generally throughout the States of New Jersey and New York, for 26 of the 88 courts in Ohio, and in three cities—Los Angeles, St. Louis, and Milwaukee. In Chicago a citizens' committee appointed by the judge gives a written and oral examination and the appointments are made from the resultant eligible list.

The governor appointed the probation officers in Florida, in Maine outside Cumberland County, and in Birmingham, Ala. In Michigan the largest share of probation work was done by county agents who were appointed by the governor; other probation officers in the State were appointed by the judges. In Utah the juvenile court commission, and in Vermont and Rhode Island the State probation officer appointed the probation officers.

STATE SUPERVISION OF PROBATION WORK.

The questionnaires from six States reported agencies which were supervising juvenile probation work throughout their respective States, thus tending to standardize and centralize the work of the various courts. Two States, New York and Massachusetts, had State probation commissions, and two, Rhode Island and Vermont, had State probation officers; Utah had a juvenile-court commission; and Connecticut had a prison association authorized by law to collect data on probation work.

The New York State Probation Commission exercises general supervision over the work of probation officers throughout the State. This commission promotes probation work throughout the State; advises concerning the work of individual courts; inspects the work of officers; conducts conferences of probation officers; aids in conducting civil-service examinations; helps to standardize probation work and incidentally some of the court procedure; and furthers the passage of desirable legislation. The commission has introduced a uniform system of record keeping in a large number of courts. It publishes an annual report which contains statistics concerning the work of the courts and discussions of pertinent subjects, a manual for probation officers, and other literature.

In Massachusetts the commission on probation supervises all probation work and has authority "to make such inquiries as it

¹ See Appendix A, Chart II, p. 79.

considers necessary in regard to the same."¹ One of the duties of the commission is "To prescribe the form of all records and reports from probation officers."² The commission publishes annual reports in which are included recommendations for legislation, better cooperation of courts, and other pertinent subjects.

The State Penal and Charitable Commission of Rhode Island, which has charge of all State institutions, has a department of probation work employing a State probation officer. He appoints and supervises all probation officers in the State, their salaries being fixed by the State penal and charitable commission and paid from a State fund. The records in this State would not appear to be well systematized, since most of the officers reported that they kept records only in personal notebooks. The State probation officer, however, reported that a card index of records was kept in his office.

Vermont has also inaugurated a system of State supervision. The secretary of the State board of charities and probation is also the State probation officer. He has deputy probation officers working under his direction in all counties of the State. In addition to his duties as probation officer, he acts as parole agent for institutions, and placing-out agent for the courts. Permanent records of probation, parole, and child care are kept in the central office of the State probation officer.

Utah has a juvenile court commission, consisting of the governor, attorney general, and State superintendent of public instruction, which has general control and supervision of juvenile courts and probation officers. This commission appoints the juvenile judges and probation officers and has the power of fixing salaries. All probation officers make monthly and annual reports to the commission, which publishes them in a biennial report.

The Connecticut statute reads:

The probation service of the State shall be under the general supervision of the Connecticut Prison Association whose officers shall prepare such blanks for reports and such books of record * * * as may be required for the efficiency of the service, and said books and blanks shall be * * * furnished to all probation officers at the expense of the State * * *. Every probation officer shall make a quarterly report to said prison association in such form as said prison association shall direct.³

The association has given a great deal of its time to research on problems of courts and probation work.

In addition to these States in which there was more or less actual supervision of probation work by agencies organized for that purpose, there were eight other States where the courts were respon-

¹ Massachusetts, Acts of 1906, C. 413, S. 14.

² Massachusetts, Acts of 1908, C. 465, S. 2.

³ Public Acts 1903, C. 126, amended by 1905, C. 112, S. 10, amended by 1913, C. 68.

sible in a limited way to the State board of charities or some similar body. These States were: California, Colorado, Indiana, Michigan, Minnesota, New Hampshire, Oklahoma, and Virginia. In many parts of these States, to judge from the questionnaire replies, the supervision over probation work did not extend much beyond the required reports, though these State bodies exercised supervision over agencies which frequently performed important work for the court. In two States, California and Virginia, the State boards had prepared uniform sets of records, which they were endeavoring to have the courts of the State adopt.

The Louisiana and Nebraska laws require that annual reports from all juvenile courts be made to their State boards, but the replies of the courts did not show whether or not the laws were complied with. Idaho and Kansas judges stated that they made annual reports to the governor.

A number of States, among them California, Illinois, Massachusetts, and New Jersey, have State probation officers' associations. In New York State also conferences of probation officers are held annually.

RECORDS AND REPORTS.

One of the essential features of a modern juvenile court is a system of records giving not only statistical data but full information about the study and supervision of individual children by the court. Without such records a court is unable to estimate its progress from year to year or to compare its work with that of other courts.

LEGAL AND SOCIAL RECORDS.

The questionnaire asked the clerk of each court to state the number and disposition of cases coming before the court during the last preceding fiscal year. It asked the probation officer whether records of investigations were kept and, if they were, whether in permanent or temporary form. Copies of all forms used were also requested.

From 233 courts came the statement that the duties of a clerk were performed by the judge or the probation officer; in 216 of these courts, in 23 States, by the judge; in 17 courts, in 8 States by the probation officer.

Two letters received illustrate how inadequate a record of children's cases was kept in many courts. The judge of a court serving a medium-sized city wrote that it took three days to compile the information for the clerk's questionnaire, because no statistics had been compiled previously. A letter from another State said that there was supposed to be a juvenile docket in the court serving the largest city of the State, but the clerk had entered thereon only four cases in two years. All other children's cases had been entered on the regular criminal docket, and, since their ages had not always been noted, the clerk had to depend upon his memory to determine which cases were those of children.

In the States with State supervision of probation work, statistical reports are sent at regular intervals to the supervising body, which prepared a summary for the State. In other States, the methods of compiling statistics frequently differ in the various courts, and comparable data are not available even for the courts within a single State. For the country as a whole, available figures give only the roughest kind of totals for all courts reporting numbers of cases, and fair comparisons of any one State with other States are practically impossible.

in addition to incompleteness of the records. In the first place, there is wide difference in laws and in court usage. For example, some courts classify delinquents, sometimes are classed as "dependent children" and sometimes as "neglect cases"; sometimes also the term "dependent children" is used. In some States, dependent children do not come before a court other than that of delinquency. A few courts call all children "dependent" and do not classify their records to show the reason for bringing the children into court. In the second place, the courts count in different ways. Some count the commitments, the petitions or warrants taken out, and others count the cases, excluding all those settled out of court or otherwise. A few courts report only the number of children, and the figures vary still further in that, whatever the number, it refers to the number of cases and others to the number of children concerned.

Some courts indicated that in many courts social records are kept. In one of the special juvenile courts in New York, the probation officer reported keeping social records in a notebook.

Some credit has been made to the work of the State probation officers in Massachusetts and New York in introducing modern systems of record keeping.

Some of the records of the States and the District of Columbia are being used. The most general records are in California, Connecticut, Massachusetts, New York, and of the 14 States with State supervision of probation. The forms received vary from one small sheet to an elaborate set of forms for recording legal and social information. Several probation officers reported using a record sheet prepared as a notebook. Such sheets sometimes served both as a legal and a social history. Blanks received from large cities only legal forms for petition, summons, commitment, but also social history records for each child, including physical examinations, and daily and monthly

probation officers in the smaller towns and rural areas had their attempt to gather social facts concerning the difficulties of framing a simple and adequate record. One wrote that he had ordered, at a cost of about \$100, some like those used in a large city in his State, but altogether too cumbersome for the work in his

district. It is evident that a definite distinction should be drawn between the records which are desirable for a "one-man court," as one rural officer described it, and those for a large court which must subdivide its work and arrange methods to facilitate supervision of work and current classification of material. Each court should endeavor to provide a record system which would be adequate for the needs of the court, and yet not too great a burden upon the staff.

ANNUAL REPORTS.¹

Probation officers were asked to send copies of published or unpublished annual reports of the court relating to probation work. The 232 reports received came from courts in 40 States and the District of Columbia.

The reports published by themselves or included in other published reports were mainly from special juvenile courts or courts having special juvenile sessions. Separately published reports of the work of the court as a whole or of the probation work were submitted by 31 courts representing 18 States and the District of Columbia. Reports included with the report of a State board or with the annual report of a city or town gave statistics for 113 courts representing 12 States. Typewritten reports or reports published only in newspapers were sent in by 48 special courts or courts with special juvenile sessions and by 40 general courts, representing in all 32 States. From 22 States no formally published report was received, and from 8 States no annual report of any kind.

¹ For list of published annual reports and other reports containing statistics on courts, see Appendix C.

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PROVISION FOR PHYSICAL AND MENTAL EXAMINATIONS.

PHYSICAL EXAMINATIONS.

Physical examinations of children before the courts frequently disclose conditions, the improvement of which may result in the removal of important contributing causes of delinquency. Many of the examinations reported were probably those required by law for commitment to institutions, rather than for the purpose of securing complete information in regard to the case in hand. In the majority of places where the examination was part of the investigation of the case and not made in connection with commitment, only those cases were examined which offered evidence of abnormal physical conditions. In some of the places in which there were physicians regularly attached to the court, every child who passed through the detention home was given a physical examination. In a few places a cursory physical examination was part of the routine investigation.

All courts with probation service were asked concerning physical examinations. Of the 909 replying to the probation officer's questionnaire, 671 reported provision for physical examinations. In 23 courts, of which 21 were courts serving large cities, these examinations were made by physicians attached to the staff of the court or regularly making this examination for the court. In the remaining 648 courts, examinations were made by private practitioners or physicians holding some public office, such as city or county physician or health officer.

NUMBER AND TYPES OF COURTS REPORTING MENTAL EXAMINATIONS.

The relation of delinquency, dependency, and truancy to mental condition is becoming better known, and an encouraging number of courts which hear children's cases have shown an appreciation of the value of mental examinations in deciding upon the proper disposition of cases. One hundred and forty-five courts, or 7 per cent of the 2,034 which replied to the questionnaire, reported mental examinations in clinics organized for that purpose or by persons having some psychiatric or psychological knowledge. These courts were located in 34 States and the District of Columbia. Doubtless in many communities there were facilities other than the ones reported, which might be utilized by the courts were they aware of the aid in comprehending a child's behavior which scientific knowledge of his mental make-up gives.

Table XI gives the number and distribution of courts reporting mental examinations, according to type of area served.

TABLE XI.—*Courts reporting mental examinations, by population of largest city in area served.*

Population of largest city in area served. ^a	Courts replying to questionnaire.				
	Total.	Reporting mental examinations.		Not reporting mental examinations.	
		Number.	Per cent.	Number.	Per cent.
Total.....	2,034	145	7	1,889	93
100,000 or over.....	56	43	77	13	23
25,000-100,000.....	166	46	28	120	72
5,000-25,000.....	659	44	7	615	93
Under 5,000.....	1,153	12	1	1,141	99

^a According to 1910 census.

The number of courts reporting mental examinations were practically the same for areas containing large cities, medium-sized cities, and small cities, with about one-fourth as many in rural areas as in each of the others. According to the number of courts in each of these types of areas, there was, however, a great divergence in the proportion reporting mental examinations. For the courts in large cities, the percentage reporting examinations was 77, and for courts serving areas containing medium-sized cities, 28, as against 7 per cent for courts serving areas with small cities and 1 per cent in the purely rural areas.

In many courts very few cases were reported examined during their last fiscal year. The courts having special provision for mental examination often examined only problem cases or repeaters.

STANDARDS OF MENTAL EXAMINATIONS.

A scientific definition of a clinic was not attempted, nor was it possible to establish standards or classify types of mental examinations. Some courts reported examinations for mental diseases, others for mental defect. It is not known how many courts have the advantage of examinations by persons with a knowledge of both conditions. Some examiners reported were evidently experienced in their fields, while others were as evidently amateurs. Courts which reported examinations made by teachers, probation officers, or nurses were not credited as having provisions for mental examinations, unless it was specified that some of the accepted psychological tests were used.

RESOURCES FOR MENTAL EXAMINATIONS.

The clinics and examiners reported may be classified, according to their connections and the source of their support, as follows: (1) *Court clinics or examiners* who were a part of the court organization;

(2) clinics or examiners connected with or supervised by institutions, usually State institutions for the insane or feeble-minded; (3) clinics maintained by the county or city; (4) clinics connected with universities, colleges, or normal schools, or examiners who were in most instances associated with the psychology departments of these institutions; (5) laboratories or examiners connected with elementary school systems for the study of subnormal and unusual children; (6) others, including mental hygiene societies, a miscellaneous group variously reported as "experts," "specialists," "psychiatrists," "psychologists," and "alienists," with no explanation of their identity or connection, and a group of school teachers, probation officers, and public health nurses who had some knowledge of and made mental tests.

Table XII shows the distribution of mental clinics or examiners according to the type of area served by the court.

TABLE XII.—Total courts reporting mental examinations in clinics or by mental examiners, with area served, by type of clinic or examiner.

Type of clinic or examiner.	Total courts reporting clinics or mental examiners.	Courts serving areas whose largest cities were of specified size. ^a			
		100,000 or over.	25,000–100,000.	5,000–25,000.	Under 5,000.
Total.....	145	43	46	44	12
Court.....	15	14	.....	1	.....
Institution and public department.....	b 46	8	20	13	5
County or city.....	4	1	1	2	.....
University, college, or normal school.....	c 20	4	4	11	1
Elementary school.....	b 14	8	5	1	.....
Mental hygiene society.....	2	.....	.....	1	1
Specialists, auspices not specified (psychiatrists, psychologists, "experts").....	b 31	7	11	10	3
School teachers, probation officers, and nurses who give mental tests.....	b 13	1	5	5	2

^a According to 1910 census.
^b One additional court which secured mental examiners from this source has been classified under another heading.
^c Two additional courts which secured mental examiners from this source have been classified under other headings.

Court clinics and examiners.

In 13 courts there were clinics working in connection with the court organization, where examinations were made by psychiatrists or psychologists. Two outside courts, in addition to the 13 reported, used these court clinics. The 13 clinics were located in the following cities, all of which have a population of more than 100,000:

- Boston, Mass. (Judge Baker Foundation).

Buffalo, N. Y.

Chicago, Ill. (Juvenile Psychopathic Institute).

Cincinnati, Ohio.

Detroit, Mich.

Los Angeles, Calif.
- Memphis, Tenn.

Newark, N. J.

New York, N. Y.

Philadelphia, Pa.

Pittsburgh, Pa.

San Francisco, Calif.

Seattle, Wash.

Institutions and public departments.

Forty-seven courts in 11 States reported the cooperation of institutions or public departments in making mental examinations of children brought before the courts. The majority of these were State institutions for the feeble-minded or the insane.

In Illinois and Ohio, State departments have been established by law for the mental diagnosis of any children brought to them from any court in the State. The Illinois Juvenile Psychopathic Institute is a department of the department of public welfare and includes the Cook County (Chicago) juvenile court clinic. The Ohio Bureau of Juvenile Research is under the direction of the State board of administration.

Both organizations have staffs of workers and, in addition to the examinations, are engaged in research work on special problems. However, the facilities of neither were reported used by the courts of the State to the extent which would be desirable. Only three courts in addition to the Chicago Juvenile Court referred to the Illinois Institute, and only one to the Ohio Bureau. Both departments had been recently established, however, and had not yet been able to extend their work very far.

In three States—Michigan, New York, and Massachusetts—the State hospitals for the insane held out-patient clinics which were utilized by certain courts. In three Michigan counties—Jackson, Kent (Grand Rapids), and Kalamazoo—the courts reported that physicians were sent from the Kalamazoo State Hospital to hold clinics in their respective communities at stated times and that children were sent by the courts to be examined in these clinics. The Detroit court clinic was under the direction of the superintendent of the State Psychopathic Hospital at Ann Arbor, but had a local psychiatrist in charge.

Four courts in New York (Binghamton, Poughkeepsie, Newburgh, and Yonkers) reported that children had been examined in out-patient clinics of three State hospitals. The Municipal Psychopathic Hospital of Syracuse held regular out-patient clinics, where children from the court of that city were examined.

In Massachusetts, the psychopathic department of the Boston State Hospital holds out-patient clinics and also receives patients on commitment of 10 to 30 days for observation. Thirteen Massachusetts courts in the vicinity of Boston reported children examined at this hospital. One other Massachusetts court reported cases examined in the out-patient clinic of a State hospital for insane, and another mentioned school clinics attended by doctors from a State hospital.

Massachusetts was the only State in which out-patient clinics of a State institution for feeble-minded were reported. The Massachu-

setts School for the Feeble-minded at Waverley held weekly out-patient clinics at the institution, and three courts reported sending children to this clinic. Two other courts reported having children examined in out-patient clinics held by members of the staff of the Waverley institution in their respective cities. One of these was in cooperation with physicians from a State hospital for the insane.

Sixteen additional courts in nine States—California, Illinois, Maryland, Massachusetts, Missouri, New Hampshire, New Jersey, New York, and South Dakota—reported that they occasionally availed themselves of the services of members of the staffs of various kinds of institutions. One industrial school for boys, one reformatory, and one private institution for the feeble-minded were reported, each by one court. In four cases, State institutions were specified, without stating the class of patients for which they provided. The remaining nine courts reported examinations made by public institutions for the feeble-minded and insane. Six of the sixteen courts were in Massachusetts.

County and city clinics.

Two county agencies were referred to, each by one court. The Monmouth County (N. J.) court referred to the county supervisor of child study as giving mental examinations, and the court in White Plains, N. Y., mentioned the psychiatric clinic under the commissioner of charities and corrections of Westchester County. Indianapolis, Ind., and Springfield, Mo., each reported court cases examined in free city clinics.

Universities, colleges, and normal schools.

The universities of the country were also cooperating with the courts in the matter of mental examinations. Twenty-two courts reported that examinations had been made either in organized clinics at universities or by teachers and professors who were in most cases connected with the psychology departments. Seventeen colleges, normal schools, and universities were reported as rendering this service. A list follows:

California.....	Leland Stanford University, Department of Education. Leland Stanford University Medical School. University of California.
Colorado.....	University of Colorado. State Teachers' College.
Indiana.....	University of Indiana.
Iowa.....	Iowa State University Medical School.
Kansas.....	University of Kansas.
Maryland.....	Phipps Psychiatric Clinic of Johns Hopkins University.
Massachusetts.....	Westfield Normal School.
Ohio.....	Ohio State University.
Pennsylvania.....	University of Pennsylvania. Wilson College.

Tennessee.....	University of Tennessee.
Virginia.....	Medical College of Virginia. Hampton Institute.
Washington.....	University of Washington.

Elementary schools.

Reports from numerous cities in which provision was made by boards of education for special study and instruction of backward and defective children in the public schools, showed that courts often made use of the equipment thus provided for mental examination of children. Fifteen courts reported such examinations by school psychologists or in school clinics. These courts included the following cities in their jurisdiction:

Oakland (also serving Berkeley and San Diego), Calif.
Hartford, Conn.
Dorchester, Brighton, and Springfield, Mass.
Minneapolis and St. Paul, Minn.
St. Louis, Mo.
Rochester, N. Y.
Cleveland and Cincinnati, Ohio.
Racine and Madison, Wis.
Everett, Wash.

Other clinics or examiners.

Two courts, one in a rural county of Maryland and the other in a small Illinois city, reported examinations made by physicians secured through, or clinics held by, mental hygiene societies.

In addition to the more or less organized methods of examination, there were 32 courts which reported examinations made by individuals whom they specified as psychiatrists, alienists, psychologists, specialists, or experts, without stating whether or not they were connected with any organization or institution.

Three courts reported examinations made by probation officers, and three by school nurses who had received some training in mental testing. Teachers of subnormal children in ungraded rooms were reported as making examinations for eight courts.

Other examiners reported.

In addition to the 145 courts definitely reporting that mental examinations were made by clinics or specifically qualified examiners, 269 courts reported mental examinations by physicians who, according to the reports, appeared to be general practitioners. Some of them were specified as health officers.

There was no evidence that these physicians had any particular knowledge of mental diseases or defects, and these courts were not classified as having provision for mental examination. There were also a number of courts which reported lunacy commissions as giving these examinations. It is probable, however, that in most cases

these were the examinations necessary in connection with commitment to institutions and were not made in order that the court might have scientific knowledge of the case in hand as a guide to its disposition.

STATES IN WHICH NO COURT REPORTED MENTAL EXAMINATIONS.

From 14 States there was no report of mental examinations in clinics or by persons having some special psychiatric or psychological knowledge. The 14 States are:

Alabama.

Arizona.

Delaware.

Idaho.

Maine.

Mississippi.

Montana.

Nevada.

New Mexico.

North Carolina.

Oklahoma.

Rhode Island.

West Virginia

Wyoming.

The probation officer of one court reported frankly that since no institution would accept children known to be feeble-minded, the court was not anxious to be definitely informed as to the mental status of those whom it wished to commit. This state of affairs probably existed in other courts as well, but it would seem to be a short-sighted policy in the end since it should be the aim of courts to do the best thing for each individual child.

COOPERATION OF THE COURT WITH THE COMMUNITY.

The court can hardly maintain a high degree of efficiency without a definite method for cooperation with the community, as represented by other official departments, public and private agencies and individuals. Several items in the questionnaires for both judges and probation officers gave an opportunity to secure some facts as to this important feature. Replies from a large number of courts, representing practically every State in the Union, gave evidence of such methods of cooperation. Information regarding cooperation with official departments related only to that with State boards and commissions, and the police; it has been discussed in connection with probation service. Most of the facts secured related to local, county, and State boards and agencies.

Many courts secured advice and help from boards and agencies which were established for this particular purpose or from others which cooperated on special phases of work. In some States the law provided for county boards with specified duties in connection with the court or other child welfare work of the county.

LOCAL AND COUNTY BOARDS OR AGENCIES.

Practically all the local and county boards were reported by the judges as serving in an advisory as well as in an auxiliary capacity. There were 266 of these boards reported for 263 courts in 32 States. In many States there were but one or two. Only 7 States reported more than five each.

In 17 of the 32 States the advisory board was established through statutory provision. At least 3 States had legal provision for such boards but none was reported appointed under this law. In many States the judges, on their own initiative, had organized committees to aid and advise them, or they used some existing organization which had volunteered assistance.

From 18 courts in 12 States judges or probation officers wrote of the important assistance given by local committees, appointed to cooperate with the court, or by local juvenile protective associations or committees of local civic or social agencies. In only one place was such assistance provided by law. This was the Juvenile Court and Probation Association at Wilmington, Del., which was created to look after the detention home, cooperate with the judge, and to sug-

gest legislation. The other committees were voluntary, acting either as permanent standing committees or on special appointment as the need arose. In 4 States—Florida, Louisiana, North Carolina, and Virginia—the local agencies were called “Juvenile Protective Associations.” Success in securing the assistance of citizens of a community most able to help in the court work was illustrated by one judge who had formed what he called a juvenile protective association, which met once a month, looked after the interests of delinquent children, inspected the county reformatory for delinquent boys, and made recommendations according to findings. This judge made a special point of including all public school teachers in this association and secured their cooperation especially with delinquent children of school age. Other places referred to “Society of social welfare,” the “Ladies auxiliary,” “Civic organization of the women’s club,” and a “Committee for dependent children and families of the United Charities.”

Various kinds of cooperating county boards were reported for 170 courts in 13 States. They were called variously “Boards of county visitors,” “Advisory boards,” “Child-welfare boards,” “Boards of children’s guardians,” “Probation committees,” and “Juvenile boards.” There is wide variation in their duties and importance. In many replies the description of work is too meager to judge as to the nature of the activities, and it is known through correspondence with persons familiar with the State work that frequently the boards had been organized but were very inactive.

The most common among the county boards were “Boards of county visitors,” whose duties were to inspect institutions and report to the judge with recommendations. They were reported from 7 States—Arkansas, Colorado, Missouri, North Dakota, Ohio, Washington, and Wisconsin—but in only 2—Colorado and Ohio—are they at all general. In Colorado 6 boards were definitely reported and 5 others were evidently of the same type. Fifty-six such boards were reported from Ohio, though a correspondent wrote that many of them were unimportant factors in the juvenile court work.

Boards with general advisory duties were second in prevalence. Alabama reported 11 such boards serving the courts. A correspondent, however, reported these boards inactive except in four counties. Seven other States—Arkansas, Georgia, Iowa, Minnesota, Montana, and New Jersey—each reported from one to five such boards, but gave no information as to their usefulness.

Three States—Arizona, Minnesota, and Wisconsin—reported county boards of child welfare, which had been authorized by recent acts of their respective legislatures, and so had not had time to become very prevalent active. Twenty-two such boards

were reported on the questionnaires as established in Minnesota. Their duties were to investigate cases, institute proceedings, and advise and assist the court in all matters pertaining to the welfare of children. They were appointed by the State board of control to serve without compensation, but were allowed to have a paid executive if the county commissioners approved. In Arizona two and in Wisconsin ten county boards were reported, whose duties were to look after mothers' pension cases.

Three other States each reported boards of different types established by law, which were doing important work. In Indiana 39 county boards of children's guardians were reported in as many counties as aiding and advising the courts. These boards investigate cases of dependent and neglected children, institute court proceedings, receive such children from the court, and place and visit them in homes. They report monthly to the State board of charities.

In California, 42 courts reported the services of probation committees. These committees are each composed of seven citizens whose duties are to investigate institutions and societies that receive children and report their findings to the court and State board of charities. They also control the detention homes and can be called upon for investigation by the court. Practically all these committees seem to be taking an active part in the work of the juvenile court.

In Texas the law provides for a juvenile board in counties with a population over 100,000 and containing a city of 75,000 or over. This board is made up of the judges of the civil and criminal district courts, together with the county judge. It is required to hear such facts as are brought to its attention, and is empowered to recommend to the court concerning the care and custody of children. They have power to file complaints, to be present at hearings and to direct probation officers. Three of the four counties having the designated population requirements (Dallas, Harris, and Tarrant Counties) reported such boards.

STATE-WIDE AGENCIES.

State-wide agencies which concern themselves primarily with the work of the courts existed in only a few States and have already been described as agencies supervising probation work. From practically every State, the questionnaires reported State-wide agencies organized primarily for work other than that of the courts, as cooperating most frequently in the matter of placing children in homes.

The assistance of children's home and aid societies, whose activities were either State-wide or extending over a large part of the

7. ROLES IN OTHER STATES HEARING CHILDREN'S CASES.

States reported to be 23 States. These societies received children from the courts for placing and often exercised all supervision of them after they were placed.

Some States reported the State board of charities as actively assisting in the work of the courts. The child-welfare department of the Ohio Board of State Charities wrote that it had received children for placement from the juvenile courts in 45 counties. The Connecticut State Board of Charities had recently established a child-welfare department which placed out dependent and neglected children committed by the courts to the county temporary homes for placing.

In Massachusetts agents of the State board of charity cooperate in many of the activities of the courts. These agents, by order of the board, attend all hearings of delinquent and most of the hearings of neglected children. They also make investigations of many of these cases. All cases of dependents are referred directly to them by the overseers of the poor without going through the juvenile courts. Many Massachusetts courts use the family homes of the State board of charity for detention, and courts having no other provision may make arrangements through the board for medical examinations.

The Indiana State Board of Charities has direct supervision of all boards of children's guardians, which take charge of most of the placing of dependent and neglected children in family homes. New Hampshire, Vermont, and Virginia courts may commit dependent and neglected children to the care of the State boards of charities for placing in family homes. The courts in New Jersey and the University of Columbia reported that boards of children's guardians received children from the courts for placing.

Three States—Colorado, Montana, and Wyoming—reported bureaus of child and animal protection, which were doing some work in connection with the courts. Six other States—Delaware, Maine, Massachusetts, Oklahoma, Rhode Island, and West Virginia—had bureaus for prevention of cruelty to children or humane societies which were over all or a large part of their respective States, reported as cooperating.

APPENDIX A. CHARTS.

CHART I.—*Juvenile courts established by special laws, and court systems having jurisdiction over children's cases of delinquency and neglect, by States.*

State.	Special juvenile courts with independent jurisdiction. ^a	Court systems given jurisdiction over children's cases.			
		County court or court serving county.	District court or circuit court.	City court or court for police district.	Other courts.
Alabama.....	Juvenile court of Jefferson County (Birmingham); Juvenile court of Mobile County (Mobile).	Probate court (except independent courts).	.....	Recorder's court (2).	.....
Arizona.....	.....	Superior court.....	.....	.....	.....
Arkansas.....	.....	County court.....	.....	.....	.....
California.....	.....	Superior court (3).....	.....	.....	.....
Colorado.....	Juvenile court of Denver County (Denver).	County court (except independent court).	.....	.....	.....
Connecticut.....	.....	.....	.....	Town, City, or Borough; Police; Justice of peace (1 and 5).	District court of Waterbury; Superior court (1).
Delaware.....	Juvenile court of Wilmington.	Court of general sessions; superior court (except independent court).	.....	Municipal; Justice of peace (except independent court).	.....
District of Columbia.	Juvenile court of District of Columbia (Washington).	.....	.....	.....	.....
Florida.....	.....	County court.....	.....	.....	.....
Georgia.....	Juvenile court of Fulton County (Atlanta); Juvenile court of Bibb County (Macon); Juvenile court of Chatham County (Savannah) (5).	Court of record to be designated by Superior court (except independent courts).	.....	.....	.....
Idaho.....	.....	Probate court.....	.....	.....	.....
Illinois.....	.....	Circuit court; Circuit court for Cook County (7). (See independent court.)	County court (1).	.....	.....
Indiana.....	Juvenile court of Marion County (Indianapolis) (8).	.....	Circuit court (except independent court).	.....	.....
Iowa.....	.....	.....	District court (1) (9).	Superior court (1).	.....
Kansas.....	.....	Probate court.....	.....	.....	.....
Kentucky.....	.....	County court.....	.....	.....	.....
Louisiana.....	Juvenile court of the Parish of Orleans.	(See independent court.)	District court (except independent court).	.....	.....
Maine (no juvenile court law).	.....	Probate court (10a).	.....	Municipal police; Justice of peace; Superior court (10b).	.....

^a Only courts reporting in regard to their work are included.

CHART I. — *Juvenile courts established by special laws, and court systems having jurisdiction over children's cases of delinquency and neglect, by States—Continued.*

State.	Special juvenile courts with independent jurisdiction.	Court systems given jurisdiction over children's cases.			
		County court or court serving county.	District court or circuit court.	City court or court for police district.	Other courts.
Maryland.....	Juvenile court of Baltimore; Juvenile court of Allegany County (Cumberland).	.....	Circuit court (except independent courts).	Police justice..	.....
Massachusetts...	Boston juvenile court (central).	.....	.....	Police, District, or Municipal court or Trial justice (1) (except independent court); supreme; superior (appellate).	.....
Michigan.....	Probate court.	.....	.....	.....
Minnesota.....	Probate court (12); District court.	.....	.....	.....
Mississippi.....	Circuit court (1); Chancery court.	.....	.....
Missouri.....	Circuit court (13).	.....	.....
Montana.....	District court	.....	.....
Nebraska.....	County court (14)...	District court	.....	.....
Nevada.....	District court	.....	.....
New Hampshire.....	Municipal court, Justice of peace (15).	.....
New Jersey.....	Juvenile court of Essex County (Newark) (16); Juvenile court of Hudson County (Jersey City).	Common pleas court (except independent courts).	.....	.....	.....
New Mexico.....	District court	.....	.....
New York.....	Children's court of New York City (17a); Children's court of Buffalo.	Monroe County children's court (17b); Ontario County children's court; Chautauque County children's court (law effective July 1, 1918).	.....	Special sessions, Police, City, Justices of peace (except special courts).	.....
North Carolina.....	Superior court (1).	Recorder's courts and like courts (1).	.....
North Dakota.....	District court	.....	.....
Ohio.....	Selected from Probate, Insolvency, Common pleas, Superior (18) except as follows: Court of common pleas, division of domestic relations for Hamilton County, Mahoning County, Montgomery County, Summit County; Court of domestic relations for Lucas County.	.....	.....	.....
Oklahoma.....	County court.....	.....	.....	.....
Oregon.....	County court.....	.....	.....	.....
Pennsylvania.....	Courts of quarter sessions (19); Allegheny County; Municipal court in Philadelphia.	.....	.....	.....
Rhode Island.....	District court	.....	.....

CHART I.—Juvenile courts established by special laws, and court systems having jurisdiction over children's cases of delinquency and neglect, by States—Continued.

State.	Special juvenile courts with independent jurisdiction.	Court systems given jurisdiction over children's cases.			
		County court or court serving county.	District court or circuit court.	City court or court for police district.	Other courts.
South Carolina.....		Probate court (except as indicated in column 5).		Recorder's court (20).	
South Dakota.....		County court.....			
Tennessee.....		County, City, or Recorder's court (21).		See column 3.	
Texas.....		County court and district court (for county) (1).			
Utah.....	Juvenile court of the second judicial district (Ogden); Juvenile court of the third judicial district (Salt Lake City).		District court (22).		
Vermont.....		City and Municipal courts for county (1).		City and municipal courts and justices of peace.	
Virginia.....	Juvenile and domestic relations court of Richmond (22); Juvenile and domestic relations court of Norfolk (established Jan. 1, 1919).		Circuit court	Police and justice courts (except independent court).	Other courts of general criminal jurisdiction.
Washington.....		Superior court.....			
West Virginia.....		Common pleascourt (1 and 23a).	Circuit court (1).		Intermediate court; Criminal court (1 and 23b).
Wisconsin.....		Selected from Courts of record (24).			
Wyoming (no juvenile court law).			District court (1).	Justice of peace and Police court.	

(1) Concurrent jurisdiction.

(2) *Alabama*.—Concurrent jurisdiction only in case of violation of city ordinances.

(3) *California*.—In every county and city and county having more than one judge of the superior court those judges shall designate one of their number to hear all causes under juvenile court act.

(4) *Colorado*.—Special court in each county and municipality known as a city and county having population of 100,000 or more.

(5) *Connecticut*.—Cities having a population of 20,000 or more may provide for a juvenile court to be conducted by a judge of police or city court.

(6) *Georgia*.—A special court in counties having a population of 60,000 or more. Counties having between 35,000 and 60,000 may establish a special court.

(7) *Illinois*.—In counties having a population of more than 500,000 (Cook County) the judges of the circuit court may designate one of their number to hear all cases under juvenile court law.

(8) *Indiana*.—Every county containing a city of 100,000 inhabitants (Marion County) shall establish a special juvenile court.

(9) *Iowa*.—In counties having a population of 100,000 or more (Polk County) the district judges shall select one of their number to act as judge of the juvenile court.

(10) *Maine*.—(a) Jurisdiction of dependency or neglect. (b) In case of delinquency any court or trial justice having jurisdiction of offense.

(11) *Maryland*.—Justices of peace have jurisdiction where the judges of the district court have not designated one of their number as judge for juvenile causes and where there is no independent juvenile court.

(12) *Minnesota*.—District court in counties having a population of more than 33,000; probate court in all other counties.

(13) *Missouri*.—Criminal division of circuit court in counties containing city of the first class.

(14) *Nebraska*.—County court has concurrent jurisdiction in absence of judge of district court.

(15) *New Hampshire*.—In municipalities of less than 2,000 where no municipal court has been established.

(16) *New Jersey*.—A separate court in counties of first class.

(17) *New York*.—In New York City a separate division of court of special sessions. Jurisdiction conferred upon county court, children's part.

(18) *Ohio*.—Judges of these courts designate one of their number.

(19) *Pennsylvania*.—In Allegheny County, the county court.

(20) *South Carolina*.—In cities having a population of from 20,000 to 50,000.

(21) *Tennessee*.—City court in counties of 145,000 or more; recorder's court in counties having between 33,600 and 33,700.

(22) *Texas*.—The law provides for a special juvenile court in each judicial district.

(23) *Vermont*.—City of 30,000 or more may establish a special juvenile and domestic relations court.

(24) *West Virginia*.—*a.* Having chancery jurisdiction. *b.* If no court with chancery jurisdiction.

(25) *Wisconsin*.—Judges to designate one of their number.

CHART II.—Methods of appointment of probation officers reported from the various States.

Civil service:

California 1 court, Los Angeles.
Missouri 1 court, St. Louis. .
New Jersey All regular probation officers.
New York All regular probation officers.
Ohio 22 courts regular, 4 courts irregular.
Wisconsin 1 court, Milwaukee.

Governor:

Alabama 1 court, Birmingham.
Florida On recommendation of county commissioners.
Maine Except Cumberland County.
Michigan County agents, on recommendation of State board of
charities and corrections; judges appoint other proba-
tion officers.

State board or State probation officer:

Rhode Island.
Vermont.

Judge:

Alabama Except Birmingham.
Arizona.
Arkansas.
California Except Los Angeles; on recommendation of probation
committee.
Colorado.
Connecticut.
Delaware.
District of Columbia.
Georgia.
Idaho.
Illinois.
Indiana.
Iowa
Kansas.
Kentucky.
Louisiana.
Maine In Cumberland County only.
Maryland Except Baltimore City.
Massachusetts.
Michigan 4 courts—regular probation officers other than county
agents.
Minnesota.
Mississippi 1 court.
Missouri Except St. Louis.
Montana.
Nebraska.
Nevada.

Judge—Continued.

New Hampshire.

North Dakota.

Ohio.....Except 26 courts.

Oregon.

Pennsylvania.

South Dakota.

Tennessee.

Texas.

Virginia.

Washington.

West Virginia.....Except 1 court.

Wisconsin.....Except Milwaukee.

Other methods and special systems:

Illinois.....1 court, Cook County—Competitive examination given by committee of citizens, especially appointed by judge when examination is to be given.

Maryland.....Baltimore City—appointed, by law, by judges of supreme bench.

Utah.....State juvenile court commission.

West Virginia.....1 court, county commissioners on recommendation of judge.

CHART III.—*Courts reporting special organization*

Location ^a		Name of court.	Jurisdiction.			
			Court system.	Area served.	Population. ^b	
					Of total area.	Of largest city.
ALABAMA						
1	Birmingham	Juvenile court of Jefferson County.	Independent.	County	289,293	169,716
2	Mobile	Juvenile court of Mobile County.	do.	do.	94,074	39,321
3	Montgomery	Juvenile court of Montgomery County.	Probate	do.	89,573	44,099
ARIZONA						
4	Tombstone, Bisbee	Juvenile court of Cochise County.	Superior	County	63,069	49,469
ARKANSAS						
5	Little Rock	Juvenile court of Pulaski County.	County	County	106,063	38,716
6	Pine Bluff	Juvenile court of Jefferson County.	do.	do.	61,320	17,777
CALIFORNIA						
7	Fresno	Juvenile court of Fresno County.	Superior	County	103,245	36,414
8	Los Angeles	Juvenile court of Los Angeles County.	do.	do.	747,816	535,465
9	Napa	Juvenile court of Napa County.	do.	do.	22,244	7,072
10	Oakland	Juvenile court of Alameda County.	do.	do.	230,758	204,405
11	Redwood City, San Mateo	Juvenile court of San Mateo County.	do.	do.	37,162	6,217
12	Sacramento	Juvenile court of Sacramento County.	do.	do.	83,784	68,984
13	San Bernardino	Juvenile court of San Bernardino County.	do.	do.	77,711	17,616
14	San Diego	Juvenile court of San Diego County.	do.	do.	82,283	56,412
15	San Francisco	Juvenile court of San Francisco County.	do.	do.	471,023	471,023
16	San Jose	do. Clara County.	do.	do.	100,563	39,899
17	San Rafael	do. County.	do.	do.	31,985	7,491
18	Santa Barbara	do. Santa Barbara County.	do.	do.	34,164	15,399
19	Santa Rosa	do. Sonoma County.	do.	do.	55,630	8,463
20	Stockton	Juvenile court of San Joaquin County.	do.	do.	61,862	36,399
COLORADO						
21	Colorado Springs	County court of El Paso County.	County	County	51,874	36,946
22	Denver	Juvenile court of Denver County.	Independent	do.	268,439	268,439
23	Pueblo	County court of Pueblo County, juvenile division.	County	do.	65,198	36,064
CONNECTICUT						
24	Bridgeport	City court of Bridgeport	City	Part of county.	N. R.	124,724

^a reporting as "N. R."^b Census Bureaus were made estimates there had

or hearing children's cases, 1918. ^a

Number of cases reported in last fiscal year. ^c		Special court room. ^f	Frequency of sessions. ^g	Probation service. ^d		Method of detention. ^d			Physical and mental examination.		
Total.	Delinquent.			Regular probation officers paid through court.	Other.	Publicly supported detention home or room.	Privately supported detention home.	Other.	Physical examination.	Mental examination, by whom given.	
1,380	880	✓	Daily.	✓	—	✓	—	—	✓	General practitioner.	1
273	160	✓	3/wk..	✓	—	✓	—	—	✓	.....do.....	2
454	291	—	1/wk..	✓	—	—	✓	—	✓	.....do.....	3
*1,030	*300	C.	Nec....	—	✓	—	—	✓	✓	General practitioner.	4
559	415	✓.	3/wk..	✓	—	✓	—	—	✓	Psychologist..	5
415	140	—	Nec....	✓	—	—	—	✓	✓	N. R.....	6
145	N. R.	—	1/wk..	✓	—	✓	—	—	✓	Psychologist..	7
1,232	N. R.	✓	N. R.	✓	—	✓	—	—	✓	Court clinic...	8
**84	N. R.	C.	Nec....	✓	—	✓	—	—	✓	.....do.....	9
473	160	✓	5/wk..	✓	—	✓	—	—	✓	Psychologist..	10
98	N. R.	✓	Nec....	✓	—	—	—	✓	✓	University clinic.	11
*125	N. R.	—	1-3/wk	✓	—	✓	—	—	✓	—	12
108	57	—	1/wk..	✓	—	✓	—	—	✓	—	13
N. R.	N. R.	—	1/wk..	✓	—	✓	—	—	✓	School psychologist.	14
1,283	902	✓	1/wk..	✓	—	✓	—	—	✓	Court clinic....	15
142	109	✓	1/wk..	✓	—	—	—	—	✓	University clinic.	16
116	32	C.	Nec....	—	✓	—	—	✓	✓	.....do.....	17
N. R.	N. R.	✓	1/wk..	✓	—	✓	—	—	✓	Psychologist..	18
60	34	—	Nec....	✓	—	✓	—	—	✓	University clinic.	19
145	N. R.	—	1/wk..	✓	—	✓	—	—	✓	—	20
152	53	C.	1/wk..	✓	—	✓	—	—	✓	General practitioner.	21
N. R.	N. R.	C.	Nec....	✓	—	✓	—	—	✓	University clinic.	22
76	65	—	1/wk..	✓	—	—	—	✓	—	—	23
N. R.	N. R.	✓	6/wk..	✓	—	—	✓	—	—	N. R.....	24

^c *Approximate number estimated by court. **Approximate number estimated by Children's Bureau on basis of partial reports sent in by courts.

^d Preference is given to the best type.

^e City named in italics is largest city in area served.

^f "C" indicates that hearings are in the judges' chambers.

^g "1/wk." means once a week. "1-3/wk." means one to three times a week. "Nec." means when necessary.

^h "1/wk. and nec." means once a week and oftener when necessary.

CHART III.—*Courts reporting special organization*

	Location.	Name of court.	Jurisdiction.			
			Court system.	Area served.	Population.	
					Of total area.	Of largest city.
CONNECTICUT—Con.						
25	Hartford.....	City police court of Hartford, juvenile division.	Police.....	Part of county.	N. R.	112,831
26	New Haven.....	City court of New Haven.....	City.....	do.....	N. R.	152,275
27	Waterbury.....	City court of Waterbury.....	do.....	do.....	N. R.	89,201
DELAWARE.						
28	Wilmington.....	Juvenile court of Wilmington..	Independent.	City.....	95,369	95,369
DISTRICT OF COLUMBIA.						
29	Washington.....	Juvenile court of District of Columbia.	Independent.	District.	369,282	369,282
FLORIDA.						
30	Jacksonville.....	Juvenile court of Duval County.	County....	County..	101,026	79,065
31	Tampa.....	County court, as juvenile court of Hillsboro County.	do.....	do.....	83,682	56,251
GEORGIA.						
32	Atlanta.....	Juvenile court of Fulton County.	Independent.	County..	221,800	196,144
33	Augusta.....	Juvenile court of Richmond County.	City.....	do.....	62,645	50,642
34	Columbus.....	Juvenile court of Muscogee County.	do.....	do.....	40,891	26,306
35	Macon.....	Juvenile court of Bibb County.	Independent.	do.....	61,152	46,099
36	Savannah.....	Juvenile court of Chatham County.	do.....	do.....	85,859	69,250
IDAHO.						
37	Boise.....	Juvenile court of Ada County.	Probate..	County..	41,884	35,951
38	Lewiston.....	Probate court of Nez Perce County.	do.....	do.....	21,742	16,043
39	Pocatello.....	Probate court of Bannock County.	do.....	do.....	24,746	12,806
ILLINOIS.						
40	Bloomington.....	County court of McLean County.	County....	County..	68,127	27,432
41	Chicago.....	Juvenile court of Cook County.	Circuit....	do.....	2,818,751	2,547,271
42	Danville.....	Juvenile court of Vermillion County.	County....	do.....	87,018	82,939
43	Decatur.....	County court of Macon County.	do.....	do.....	61,618	41,423
44	Geneva.....	County court of Kane County.	do.....	do.....	101,402	84,726
45	Aurora.....	County court of Peoria County.	do.....	do.....	108,756	72,124
46	Rockford.....	County court of Winnebago County.	do.....	do.....	74,326	56,739
47	Springfield.....	County court of Sangamon County.	do.....	do.....	105,206	62,623
48	Waukegan.....	County court of Lake County..	do.....	do.....	70,060	20,917
INDIANA.						
49	Crown Point..... Hammond.	Circuit court of Lake County..	Circuit....	County..	115,691	27,016
50	Elkhart.....	Circuit court (Elkhart County and La Grange County).	do.....	2 counties.	N. R.	22,273

*Approximate number estimated by court.

For hearing children's cases, 1918—Continued.

Number of cases reported in last fiscal year.		Special court room.	Frequency of sessions.	Probation service.		Method of detention.			Physical and mental examination.		
Total.	Delinquent.			Regular probation officers paid through court.	Other.	Publicly supported detention home or room.	Privately supported detention home.	Other.	Physical examination.	Mental examination, by whom given.	
672	558	✓	6/wk. and nec.	✓	—	—	—	✓	✓	School psychologist and mental specialist.	25
437	366	✓	1/wk..	✓	—	✓	—	—	✓	Specialist.....	26
524	429	✓	6/wk..	✓	—	—	—	✓	—	—	27
957	844	✓	1/wk. and nec.	✓	—	✓	—	—	✓	—	28
2,152	1,301	✓	6/wk..	✓	—	✓	—	—	✓	Mental specialist.	29
633	487	✓	2/wk..	✓	—	—	—	✓	✓	Mental specialist.	30
*309	238	—	2/wk..	✓	—	✓	—	—	✓	—	31
*1,673	1,209	✓	6/wk..	✓	—	✓	—	—	✓	N. R.....	32
*281	250	✓	1/wk..	—	✓	—	—	✓	—	N. R.....	33
*100	100	C.	Nec...	—	✓	—	—	✓	✓	General practitioner.	34
107	104	—	Nec...	✓	—	—	—	✓	✓	—	35
N. R.	N. R.	✓	Nec...	✓	—	✓	—	—	✓	General practitioner.	36
253	N. R.	✓	Nec...	✓	—	—	—	✓	✓	—	37
142	7	—	Nec...	✓	—	—	—	✓	—	—	38
137	56	—	Nec...	✓	—	—	—	✓	✓	School nurse..	39
77	15	—	1/wk..	✓	—	—	—	✓	✓	Institution....	40
6,165	3,007	✓	5/wk..	✓	—	✓	—	—	✓	Court clinic...	41
162	32	✓	1/wk. and Nec.	✓	—	—	—	✓	✓	State clinic....	42
114	58	—	Nec...	✓	—	✓	—	—	✓	Specialist.....	43
N. R.	N. R.	—	1/wk..	✓	—	✓	—	—	✓	N. R.....	44
281	103	—	1/wk..	✓	—	✓	—	—	—	N. R.....	45
*91	*27	—	Nec...	—	✓	—	—	✓	✓	Psychologist and general practitioner.	46
*236	*68	N. R.	N. R..	✓	—	✓	—	—	✓	Mental specialist.	47
108	28	C.	1/wk..	—	✓	✓	—	—	✓	Mental hygiene society.	48
429	237	C.	1/wk. and Nec.	—	✓	✓	—	—	✓	State clinic (Illinois).	49
54	15	✓	1/wk..	✓	—	—	—	✓	✓	N. R.....	50

COURTS IN THE UNITED STATES

INDEX

special organization

NAME OF COURT.		JURISDICTION.		AMOUNT OF BUSINESS.	
1910.	1909.	1910.	1909.	1910.	1909.
ALABAMA.					
1	Montgomery	Judicial district court of Montgomery	County	100,000	100,000
2	Mobile	Judicial district court of Mobile	County	100,000	100,000
3	Birmingham	Judicial district court of Birmingham	County	100,000	100,000
4	Anniston	Judicial district court of Anniston	County	100,000	100,000
5	Prichard	Judicial district court of Prichard	County	100,000	100,000
6	Dothan	Judicial district court of Dothan	County	100,000	100,000
7	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
8	Opelika	Judicial district court of Opelika	County	100,000	100,000
9	Prichard	Judicial district court of Prichard	County	100,000	100,000
10	Dothan	Judicial district court of Dothan	County	100,000	100,000
11	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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18	Dothan	Judicial district court of Dothan	County	100,000	100,000
19	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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23	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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25	Prichard	Judicial district court of Prichard	County	100,000	100,000
26	Dothan	Judicial district court of Dothan	County	100,000	100,000
27	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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29	Prichard	Judicial district court of Prichard	County	100,000	100,000
30	Dothan	Judicial district court of Dothan	County	100,000	100,000
31	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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51	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
52	Opelika	Judicial district court of Opelika	County	100,000	100,000
53	Prichard	Judicial district court of Prichard	County	100,000	100,000
54	Dothan	Judicial district court of Dothan	County	100,000	100,000
55	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
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57	Prichard	Judicial district court of Prichard	County	100,000	100,000
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98	Dothan	Judicial district court of Dothan	County	100,000	100,000
99	Enterprise	Judicial district court of Enterprise	County	100,000	100,000
100	Opelika	Judicial district court of Opelika	County	100,000	100,000

* Court is also held at county seats of other counties in the district.

For hearing children's cases, 1918—Continued.

Number of cases reported in last fiscal year.		Special court room.	Frequency of sessions.	Probation service.		Method of detention.			Physical and mental examination		
Total	Delinquent.			Regular probation officers paid through court.	Other.	Publicly supported detention home or room.	Privately supported detention home.	Other.	Physical examination.	Mental examination, by whom given.	
*70	40	✓	Nec...	✓	—	—	—	✓	✓	N. R.....	51
283	215	✓	1/wk...	✓	—	—	—	✓	✓	—	52
1,145	602	✓	3/wk...	✓	—	✓	—	—	✓	City clinic.....	53
90	61	✓	1/wk...	—	✓	—	—	✓	✓	General practitioner.	54
420	379	✓	Nec...	✓	—	—	✓	—	✓	—	55
*272	83	C.	1/wk...	✓	—	✓	—	—	✓	N. R. (Scott County); general practitioner (Muscatine County).	56
345	167	✓	1-2/wk	✓	—	✓	—	—	✓	General practitioner.	57
109	59	C.	6/wk...	✓	—	—	—	✓	✓	Special teacher of subnormals.	58
*59	*30	C.	Nec...	—	✓	—	—	✓	✓	Teacher of ungraded room.	59
N. R.	N. R.	—	1/wk...	✓	—	✓	—	—	✓	General practitioner.	60
64	34	N. R.	N. R...	✓	—	✓	—	—	✓	N. R.....	61
N. R.	N. R.	N. R.	N. R...	✓	—	—	—	—	✓	—	62
**200	152	—	1/wk...	✓	—	—	—	—	—	—	63
*461	461	✓	1/wk...	✓	—	✓	—	—	✓	—	64
1,951	1,251	✓	2/wk...	✓	—	✓	—	—	✓	Probation officer.	65
59	47	✓	1/wk...	✓	—	—	—	✓	—	N. R.....	66
N. R.	N. R.	C.	Nec...	✓	—	—	—	✓	✓	N. R.....	67
2,334 and over 500 truancy.	N. R.	✓	2/wk and Nec.	✓	—	✓	—	—	✓	Psychologist and mental specialist.	68
90	84	—	Nec...	✓	—	—	—	✓	✓	General practitioner.	69
3,833	N. R.	✓	6/wk...	✓	—	—	—	✓	✓	University clinics.	70
69	6	—	Nec...	✓	—	—	—	✓	✓	Institution....	71
94	68	—	Nec...	—	✓	—	—	✓	—	—	72

*Approximate number estimated by court.

**Approximate number estimated by Children's Bureau on basis of partial reports sent in by courts.

CHART III.—Courts reporting special organization

Location.	Name of court.	Jurisdiction.				
		Court system.	Area served.	Population.		
				Of total area.	Of largest city.	
MARYLAND--continued.						
73	TOWSON.....	Juvenile Court of Baltimore County.	Circuit....	County .	145,411	N. R.
MASSACHUSETTS.						
74	Barnstable.....	First district court of Barnstable County.	District...	Part of county.	N. R.	1,948
75	Boston.....	Boston juvenile court.....	Independent.	Part of city.	767,813	767,813
76	Boston (East Boston district).	East Boston district court.....	District...	do....		
77	Boston (Brighton district).	Municipal court of Brighton district.	City.....	do....		
78	Boston (Charlestown district).	Municipal court of Charlestown district.	do.....	do....		
79	Boston (Dorchester district).	Municipal court of Dorchester district.	do.....	do....		
80	Boston (Roxbury district).	Municipal court of Roxbury district.	do.....	do....		
81	Boston (South Boston district).	Municipal court of South Boston district.	do.....	do....	N. R.	69,152
82	Boston (West Roxbury district).	Municipal court of West Roxbury district.	do.....	do....		
83	Brockton.....	Police court of Brockton.....	Police.....	Part of county.		
84	Brookline.....	Municipal court of Brookline..	Municipal.	City....	33,526	33,526
85	Cambridge.....	Third district court of eastern Middlesex.	District...	Part of county.	N. R.	114,293
86	Chelsea.....	Police court of Chelsea.....	City.....	2 cities..	72,334	48,405
87	Chicopee.....	Police court of Chicopee.....	Police.....	City....	29,950	29,950
88	Dedham.....	District court of northern Norfolk.	District...	Part of county.	N. R.	10,616
89	Fall River.....	Second district court of Bristol County.	do.....	do....	N. R.	129,826
90	Fitchburg.....	Police court of Fitchburg.....	City.....	do....	N. R.	42,419
91	Gloucester.....	District court of eastern Essex.	District...	do....	N. R.	*24,298
92	Holyoke.....	Police court of Holyoke.....	Police.....	City....	66,503	66,503
93	Lawrence.....	Lawrence district court.....	District...	Part of county.	N. R.	102,923
94	Leominster.....	District court of Leominster...	do.....	City....	21,365	21,365
95	Lowell.....	Police court of Lowell.....	Police.....	Part of county.	N. R.	114,366
96	Lynn.....	Southern district court of southern Essex.	District...	do....	N. R.	104,534
97	Malden.....	First district court of eastern Middlesex.	do.....	do....	N. R.	52,243
98	New Bedford.....	Third district court of Bristol.	do.....	do....	N. R.	121,622
99	Newton.....	Police court of Newton.....	Police.....	City....	44,345	44,345
100	Pittsfield.....	District court of central Berkshire.	District...	Part of county.	N. R.	39,678
101	Plymouth.....	Third district court of Plymouth.	do.....	do....	N. R.	14,001
102	Quincy.....	District court of eastern Norfolk.	do.....	do....	N. R.	39,022

* Approximate number estimated by court.

	Location.	Name of court.	Jurisdiction.			
			Court system.	Area served.	Population.	
					Of total area.	Of largest city.
MASSACHUSETTS—CON.						
103	Salem.....	First district court of Essex....	District...	Part of county.	N. R.	49,346
104	Somerville.....	Police court of Somerville.....	Police.....	City....	88,618	88,618
105	Springfield.....	Police court of Springfield.....	...do.....	Part of county.	N. R.	108,668
106	Taunton.....	First district court of Bristol..	District...	...do....	N. R.	36,610
107	Waltham.....	Second district court of east- ern Middlesex.	...do.....	...do....	N. R.	81,011
108	Woburn.....	Fourth district court of east- ern Middlesex.	...do.....	...do....	N. R.	16,076
109	Worcester.....	Central district court of Woreester County.	Clty.....	...do....	N. R.	166,106
MICHIGAN.						
110	Allegan.....	Allegan County probate court.	Probate...	County .	40,555	3,968
111	Alpena.....	Juvenile division of the pro- bate court of Alpena County.	...do.....	...do....	21,213	13,365
112	Ann Arbor.....	Juvenile division of the pro- bate court of Washtenaw County.	...ao.....	...do....	*44,714	15,041
113	Bay City.....	Juvenile division of the pro- bate court of Bay County.	...do.....	...do....	72,515	48,390
114	Detroit.....	Juvenile division of the pro- bate court of Wayne County.	...do.....	...do....	665,025	619,648
115	Escanaba.....	Juvenile division of the pro- bate court of Delta County.	...do.....	...do....	34,653	15,854
116	Grand Rapids.....	Juvenile division of the pro- bate court of Kent County.	...do.....	...do....	180,626	132,861
117	Houghton..... Hancock.	Probate court of Houghton County.	...do.....	...do....	104,181	12,578
118	Ionia.....	Juvenile division of the pro- bate court of Ionia County.	...do.....	...do....	*33,550	*5,030
119	Jackson.....	Juvenile division of the pro- bate court of Jackson County.	...do.....	...do....	57,225	35,996
120	Kalamazoo.....	Juvenile division of the pro- bate court of Kalamazoo County.	...do.....	...do....	72,191	50,408
121	Lansing.....	Juvenile division of the pro- bate Court of Ingham County.	...do.....	...do....	63,157	44,499
122	Manistee.....	Juvenile division of the pro- bate court of Manistee County.	...do.....	...do....	*26,688	*12,381
123	Menominee.....	Juvenile division of the pro- bate court of Menominee County.	...do.....	...do....	*25,648	*10,507
124	Monroe.....	Juvenile division of the pro- bate court of Monroe County.	...do.....	...do....	33,035	8,243
125	Muskegon.....	Juvenile division of the pro- bate court of Muskegon County.	...do.....	...do....	43,161	27,434
126	Port Huron.....	Juvenile division of the pro- bate court of St. Clair County.	...do.....	...do....	*52,341	*18,863
127	St. Joseph..... Benton Harbor.	Probate court of Berrien County.	...do.....	...do....	56,874	11,000
128	Saginaw.....	Juvenile division of the pro- bate court of Saginaw County.	...do.....	...do....	95,179	56,469

* Approximate number estimated by court.

CHART III.—*Courts reporting special organization*

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* Approximate number estimated by court.

CHART III.—*Courts reporting special organization*

		Jurisdiction.				
Location.	Name of court.	Court system.	Area served.	Population.		
				Of total area.	Of largest city.	
NEW YORK.						
146	Albany.....	Police court of Albany.....	Police.....	City.....	106,632	106,632
147	Binghamton.....	City court of Binghamton.....	City.....	...do.....	54,864	54,864
148	Buffalo.....	Children's court of Buffalo....	Independ-ent.	...do.....	475,781	475,781
149	Canandaigua.....	County court of Ontario County, children's part.	County...	County.	54,242	13,915
150	Cohoes.....	Court of special sessions (police court).	Police.....	City.....	25,292	25,292
151	Lackawanna.....	City court of Lackawanna.....	City.....	...do.....	16,219	16,219
152	Mount Vernon.....	Court of special sessions, juvenile branch (city court).	...do.....	...do.....	37,991	37,991
153	New Rochelle.....	City court of New Rochelle....	...do.....	...do.....	39,192	39,192
154	New York.....	Children's court of the city of New York.	Independ-ent.	5 coun-ties; city.	5,737,492	5,737,492
155	Niagara Falls.....	Police court of Niagara Falls..	Police.....	City.....	38,466	38,466
156	Rochester.....	Monroe County court, chil-dren's division.	County...	County.	330,920	264,714
157	Schenectady.....	Police court of Schenectady...	Police.....	City.....	103,774	103,774
158	Syracuse.....	Court of special sessions, juve-nile division.	...do.....	...do.....	158,559	158,559
159	Troy.....	The city police court of Troy (children's part).	...do.....	...do.....	78,094	78,094
160	Watertown.....	City court of Watertown.....	City.....	...do.....	30,404	30,404
161	Yonkers.....	Court of special sessions (city court).	...do.....	...do.....	103,066	103,066
NORTH CAROLINA.						
162	Asheville.....	Police court of Asheville.....	Police.....	City.....	25,656	25,656
163	Winston-Salem.....	Municipal court of Winston-Salem.	Municipal.	...do.....	33,136	33,136
NORTH DAKOTA.						
164	Fargo.....	Juvenile division of district court, third judicial district.	District...	3 coun-ties.	* 60,280	17,872
165	Grand Forks.....	District court, first judicial district.	...do.....	2 coun-ties.	* 38,989	16,342
166	Minot.....	District court, eighth judicial district.	...do.....	4 coun-ties.	* 54,157	9,773
167	Rugby.....	District court, ninth judicial district.	...do.....	3 coun-ties.	* 43,990	2,465
OHIO.						
168	Akron.....	Common pleas court of Sum-mit County, juvenile and do-mestic relations division.	Common pleas.	County.	134,924	93,004
169	Bowling Green.....	Juvenile court of Wood County	Probate...	...do.....	*46,330	5,335
170	Cadiz.....	Juvenile court of Harrison County.	...do.....	...do.....	*19,076	2,128
171	Cincinnati.....	Hamilton County court of common pleas, domestic re-lations division.	Common pleas.	...do.....	498,143	414,248
172	Circleville.....	Probate court of Pickaway County.	Probate...	...do.....	*26,158	*6,744
173	Cleveland.....	Juvenile court of Cuyahoga County.	Insolvency	...do.....	782,179	692,259
174	Columbus.....	Juvenile court of Franklin County.	Probate...	...do.....	263,253	220,135
175	Dayton.....	Court of common pleas of Montgomery County, divi-sion of domestic relations.	Common pleas.	...do.....	188,300	128,939

* State Census, Apr., 1915. No estimate for 1917 because of redvision of State into counties. From Department of Commerce, U. S. Bureau of the Census, Bulletin 138, p. 38.

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* Population as for Apr. 15, 1910. No estimate made for 1917 as population for 1900 was not available.

or hearing children's cases,

* Approximate number estimated by court. ** Approximate number estimated by Children's Bureau on basis of partial reports sent in by courts.

CHART III.—*Courts reporting special organization*

	Location.	Name of court.	Jurisdiction.			
			Court system.	Area served,	Population.	
					Of total area.	Of largest city.
PENNSYLVANIA—Contd.						
202	New Castle.....	Juvenile court of Lawrence County.	Quarter sessions.	County..	79,512	41,915
203	Norristown.....	Juvenile court of Montgomery County.	...do.....	...do....	191,779	31,909
204	Philadelphia.....	Municipal court of Philadelphia.	County...	City.....	1,735,514	1,735,514
205	Pittsburgh.....	Juvenile court of Allegheny County.	...do.....	County..	1,196,138	586,196
206	Reading.....	Juvenile court of Berks County	Quarter sessions.	...do....	200,454	111,607
207	Scranton.....	Court of quarter sessions, juvenile branch, Lackawanna County.	...do.....	...do....	307,556	149,541
208	Washington.....	Court of quarter sessions, Washington County, juvenile department.	...do.....	...do....	181,271	22,076
209	West Chester.....	Juvenile court of Chester County.	...do.....	...do....	119,082	13,403
210	Wilkes-Barre.....	Juvenile court of Luzerne County.	...do.....	...do....	406,009	78,334
211	Williamsport.....	Juvenile court of Lycoming County.	...do.....	...do....	84,571	34,123
212	York.....	Juvenile court of York County.	...do.....	...do....	150,997	52,770
RHODE ISLAND.						
213	Pawtucket.....	Juvenile court of the tenth judicial district.	District...	City.....	60,666	60,666
214	Providence.....	Juvenile court of the sixth judicial district.	...do.....	1 city, 1 town.	267,048	259,895
215	Woonsocket.....	Twelfth judicial district court.	...do.....	...do....	48,266	45,365
SOUTH CAROLINA.						
216	Columbia.....	Juvenile department municipal court.	City.....	City.....	35,165	35,165
SOUTH DAKOTA.						
217	Sioux Falls.....	Juvenile division of county court of Minnehaha County.	County...	County..	33,795	16,887
TENNESSEE.						
218	Clarksville.....	Juvenile court of Clarksville...	City.....	City.....	*8,548	*8,548
219	Knoxville.....	Juvenile court of Knox County	County...	County..	108,702	59,112
220	Memphis.....	Juvenile court of Shelby County	City.....	...do....	219,090	151,877
221	Nashville.....	Juvenile court of Davidson County.	...do.....	...do....	168,942	118,136
TEXAS.						
222	Austin.....	Juvenile court of Travis County.	County...	County.	61,631	35,612
223	Dallas.....	Juvenile court of Dallas County.	...do.....	...do....	174,451	129,738
224	El Paso.....	Juvenile court of El Paso County.	...do.....	...do....	70,801	69,149
225	Fort Worth.....	Juvenile court of Tarrant County.	...do.....	...do....	149,593	109,597
226	Houston.....	Juvenile court of Harris County	...do.....	...do....	153,582	116,878
227	San Antonio.....	Juvenile court of Bexar County	...do.....	...do....	156,360	128,215

* Approximate number estimated by court. ** Approximate number estimated by Children's Bureau on basis of partial reports sent in by courts.

CHART III.—*Courts reporting special organization*

	Location.	Name of court.	Jurisdiction.			
			Court system.	Area served.	Population.	
					Of total area.	Of largest city.
UTAH.						
228	Ogden.....	Juvenile court of the second judicial district.	Independent.	3 counties.	57,001	32,343
229	Salt Lake City.....	Juvenile court of the third judicial district.	do.....	do....	N. R.	121,623
VIRGINIA.						
230	Norfolk.....	Juvenile court of Norfolk.....	Independent.	City.....	91,148	91,148
231	Richmond.....	Juvenile and domestic relations court of Richmond.	do.....	do....	158,702	158,702
232	Roanoke.....	Police court of Roanoke.....	Police.....	do....	46,282	46,282
WASHINGTON.						
233	Bellingham.....	Superior court of Whatcom County (juvenile department).	Superior..	County..	68,048	34,362
234	Everett.....	Superior court of Snohomish County (juvenile department).	do.....	do....	84,946	37,205
235	Seattle.....	Juvenile court of King County.	do.....	do....	412,077	306,445
236	Spokane.....	Juvenile court of Spokane County.	do.....	do....	199,160	157,656
237	Tacoma.....	Juvenile court of Pierce County	do.....	do....	168,476	117,446
238	Yakima.....	Superior court of Yakima County (juvenile department).	do.....	do....	62,043	22,058
WEST VIRGINIA.						
239	Morgantown.....	Juvenile court of Monongalia County.	Circuit....	1 county	28,192	14,444
240	Wheeling.....	Criminal court for Ohio County	Criminal..	County..	64,541	43,657
WISCONSIN						
241	Beloit.....	Juvenile branch of municipal court of Beloit.	Municipal.	Part of county	N. R.	18,547
242	Madison.....	Superior court of Dane County.	Superior..	County..	83,275	31,315
243	Milwaukee.....	Juvenile court of Milwaukee County.	County....	do....	508,496	445,008
244	Oshkosh.....	Municipal court of Oshkosh and Winnebago County.	Municipal.	do....	64,956	36,549
245	Racine.....	Juvenile court of Racine County	do.....	do....	66,023	47,465
246	Superior.....	Superior court of Douglas County.	Superior..	do....	55,515	47,167

* Approximate number estimated by court.

for hearing children's cases, 1918—Continued.

Number of cases reported in last fiscal year.		Special court room.	Frequency of sessions.	Probation service.		Method of detention.			Physical and mental examination.		
Total.	Delinquent.			Regular probation officers paid through court.	Other.	Publicly supported detention home or room.	Privately supported detention home.	Other.	Physical examination.	Mental examination, by whom given.	
N. R.	N. R.	✓	3/wk...	✓	—	—	—	✓	✓	—	228
1,491	1,191	✓	3/wk. and nec.	✓	—	✓	—	—	✓	N. R.....	229
N. R.	N. R.	✓	N. R...	✓	—	—	—	✓	✓	N. R.....	230
1,711	1,604	✓	3/wk...	✓	—	✓ 2 for white and colored.	—	—	✓	University clinic.	231
280	N. R.	N. R.	N. R...	—	✓	—	—	✓	—	—	232
89	48	C.	2/mo...	✓	—	✓	—	—	✓	N. R., physician.	233
80	56	—	Nec...	✓	—	✓	—	—	✓	School psychologist.	234
822	551	✓	2/wk...	✓	—	✓	—	—	✓	Court clinic...	235
N. R.	N. R.	✓	2/wk...	✓	—	✓	—	—	✓	Specialist.....	236
210	186	C.	Nec...	✓	—	✓	—	—	✓	General practitioner.	237
75	88	C.	Nec....	—	—	✓	—	—	✓	—	238
*54	26	C.	3-4/wk. and nec.	✓	—	✓	—	—	✓	General practitioner.	239
*72	*61	✓	Nec...	✓	—	—	—	✓	—	—	240
69	69	C.	Nec...	—	✓	—	✓	—	✓	General practitioner.	241
*112	N. R.	✓	2/mo...	✓	—	—	—	—	✓	N. R.....	242
2,845	1,582	✓	1/wk...	✓	—	✓	—	—	✓	Mental specialist.	243
88	88	—	Nec...	—	✓	—	—	—	✓	Psychologist..	244
169	121	C.	1/wk...	✓	—	✓	—	—	—	.....do.....	245
N. R.	N. R.	—	1/wk. and nec.	✓	—	—	—	✓	✓	—	246

APPENDIX B. QUESTIONNAIRE FORMS.

UNITED STATES DEPARTMENT OF LABOR, CHILDREN'S BUREAU, WASHINGTON.

JUVENILE COURTS OR COURTS HEARING JUVENILE CASES.

Questionnaire to be answered by judge.

(We will welcome details about your court. If more space is desired please use an additional sheet.)

Official name of court.....
City, town, or village..... District.....
County..... State.....

I. JURISDICTION.

1. Is there a special judge giving his whole time to children's cases?
2. Is there a woman referee to assist the judge in girls' cases?
3. Indicate by a check which of the following classes of cases were heard in your juvenile sessions during your last fiscal year:
 - (a) Delinquent children.
 - (b) Neglected children.
 - (c) Destitute or dependent.
 - (d) Truant children.
 - (e) Questions of adoption.
 - (f) Other children (specify).
 - (g) Child labor.
 - (h) Nonsupport or desertion.
 - (i) Contributing to neglect or delinquency.
 - (j) Divorce or alimony.
 - (k) Mothers' pensions.
 - (l) Other adult (specify).
4. Is there any effort being made in your community to combine in one court all family and child problems?
5. Does your court have an advisory board of citizens?
- If so, how is this board secured? What are its duties?

II. PROBATION OFFICERS.

1. How many paid probation officers are there who give full time to children's cases:
 - (a) Men?
 - (b) Women?
2. Are officers appointed by (a) civil service examination? (b) The judge? (c) Other method of examination or appointment?
..... Is the examination written, oral, or both?
3. How long is the term of office?
Are officers paid yearly salaries? How much?
If not yearly salaries, how are they paid and how much?
4. Are there other persons officially authorized to make investigations or do probation work for the court? (a) Paid probation officers who give part time? (b) Volunteers? (c) Agents from private societies? (d) Public officials such as sheriff, truant officer, public relief agent, police, etc. (specify)?

5. Does the court require regular reports of the child's progress from special or volunteer officers?
6. Are children placed on probation to the judge?

III. HEARINGS.

1. Are children's cases heard separately from adults?
2. Is there a special court-room for children's cases?
3. How often are children's sessions held?
4. Are delinquent, neglected, or destitute cases heard in separate sessions?
5. Are hearings open to the public without restriction?
6. Is a parent or guardian of the child always present at the hearing?
7. Are the children detained before hearing or during continuance in—
(a) Special detention home?.....
(b) Jail or lock-up? If so, what provision for separation from adults?
.....
(c) Any other place (specify)?
8. If a special detention home is provided, is it supported by public or private funds?
..... Who appoints the matron?

IV. DISPOSITION OF CASES.

1. Are fines or costs assessed against children?
- If so, (a) may they be paid in installments? (b) Are parents expected to pay them for the children?
2. Is restitution for damages or reparation for injury ordered by the court?
3. Are commitments to institutions indeterminate?
4. Are children released without the consent of the court from institutions—
(a) For delinquents?
- (b) For neglected children?
- (c) For destitute or dependent children?
- (d) For truant children?
5. Are any judgments given when the judge has not seen the child (please give illustration)?.....
6. What disposition does your court make of truant children?
7. Are complaints against children dealt with informally without a court hearing?..
8. Does the judge inform the parents and the child of his decision so that they may realize the situation?

V. RELATION TO PROBATION AND CHILD WELFARE.

1. Are there any special features of your court to which you would like to call attention?
2. Does the court take an active part in preventing delinquency and neglect by systematically cooperating with the schools, police, and other agencies, or by promoting legislation? (Please give details of such work done by your court.)

Signature of the judge.....

Official title.

UNITED STATES DEPARTMENT OF LABOR, CHILDREN'S BUREAU, WASHINGTON.

JUVENILE COURT.

Questionnaire for probation officer.

(We will welcome details about your court. If more space is desired please use an additional sheet.)

Official name of court.....

City, town, or village.....District.....

County.....State.....

I. INVESTIGATIONS.

1. Are all cases investigated before the judge renders his decisions?.....
2. What cases, if any, are not investigated?.....
3. Who makes the investigation?.....
4. Does the investigation include:
 - (a) An interview with the child?.....
 - (b) A visit to his home?.....
 - (c) A visit to his school?.....
 - (d) Conference with social agencies?.....
5. Is the person making the investigation present at the hearing?.....
6. What provision is made for physical examination of children?.....
 Who makes the examination?.....
 Who determines what cases are to be examined?.....
 How many court cases were examined last year?.....
 (Give estimate, if exact figures are not obtainable.)
7. What provision is made for mental examination of children?.....
 Who makes the examination?.....
 Who determines what cases are to be examined?.....
 How many cases were examined last year?.....
 (Give estimate, if exact figures are not obtainable.)

II. SUPERVISION AND PROBATION WORK.

1. How often do officers make visits to homes of probationers?.....
2. Do delinquent boys report to officers?.....How often?.....Where?.....
 Do delinquent girls report to officers?.....How often?.....Where?.....
3. Are probationary periods indeterminate?.....
4. Who terminates probation: (a) The court?.....(b) Probation officer?.....
5. Does the court place out children in family homes:
 - (a) Delinquent?.....Number last year?.....
 - (b) Neglected or destitute?.....Number last year?.....
6. Are such homes secured by: (a) The court?.....(b) A private agency?.....
 (c) Public agency?.....(d) Who supervises the child while placed out?.....
7. Is there any agency doing a definite part of the work of the court?.....
 Specify.....

III. RECORDS AND REPORTS.

1. Is a written record made of each investigation?.....
2. Are later visits to the child or reports from him recorded in writing?.....
3. Are such records kept in permanent form?..... Or in a personal notebook of probation officer?.....Are they considered confidential?..... (Please send copies of all forms used. Official mail label is inclosed.)
4. Does the court send the institution to which a child is committed a report of the investigation and history of the case?.....
5. (a) Does the court compile an annual report of its work?.....
 (b) Is this published?..... (Please send last report; or if it is not published as a separate document, please state where it may be obtained.)

IV. ORGANIZATION OF PROBATION STAFF.

(This section is to be answered only for courts employing ~~more than~~ one probation officer.)

- 1. If there are several probation officers, are cases assigned:
 - (a) By district?
 - (b) By race or color?
 - (c) By qualifications of certain officers for handling certain types of children?
 - (d) Are girls assigned only to women?
 - (e) Are older boys assigned only to men?
 - (f) Does the same officer handle both adults and children?
- 2. Are there officers (a) Of different races? (b) Speaking foreign language (specify what language)?
- 3. Is the work of probation officers supervised and directed by: (a) Chief probation officer? (b) Judge? (c) Other (specify)?
- How many supervising officers, if any?
- How many cases are assigned to one officer?
- Signature of probation officer.
- Official title.

UNITED STATES DEPARTMENT OF LABOR, CHILDREN'S BUREAU, WASHINGTON.

JUVENILE COURTS OR COURTS HEARING JUVENILE CASES.

Questionnaire for clerk of court.

Special note to the clerk.—These questions refer to juvenile cases, and adult cases heard in your juvenile court during the last fiscal year of the court. If no statistics have been compiled, please give estimates.

- Name of court.
- City, town, or village District County State
- 1. Delinquent cases:
 - (a) Number of cases heard.
 - If possible give also:
 - (b) Number dismissed upon hearing.
 - (c) Number placed on probation.
 - (d) Number committed to institutions.
- 2. Neglected cases:
 - (a) Number of cases heard.
 - If possible give also:
 - (b) Number of families from which these children came.
 - (c) Number dismissed upon hearing.
 - (d) Number placed under supervision.
 - (e) Number committed to institutions.
- 3. Dependent cases:
 - (a) Number of cases heard.
 - If possible give also:
 - (b) Number of families from which children came.
 - (c) Number placed under supervision.
 - (d) Number committed to institutions.
- 4. Other children's cases, e. g., Number of truant cases, Cases of mental defectives, etc.

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**U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU**

JULIA C. LATHROP, Chief

**ILLEGITIMACY
AS A CHILD-WELFARE PROBLEM**

PART I

**A BRIEF TREATMENT OF THE PREVALENCE
AND SIGNIFICANCE OF BIRTH OUT OF WED-
LOCK, THE CHILD'S STATUS, AND THE STATE'S
RESPONSIBILITY FOR CARE AND PROTECTION**

BIBLIOGRAPHICAL MATERIAL

By

EMMA O. LUNDBERG

and

KATHARINE F. LENROOT



DEPENDENT, DEFECTIVE, AND DELINQUENT CLASSES SERIES No. 9

Bureau Publication No. 66



**WASHINGTON
GOVERNMENT PRINTING OFFICE
1920**

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, December 15, 1919.

SIR: I transmit herewith the first of two studies on illegitimacy as a child-welfare problem. This report, intended in part as an introduction to the report which will follow, is a brief survey of the available statistics relating to births out of wedlock, the present rights and disabilities of the children, and the protection and guardianship by means of which public and private agencies have attempted to mitigate the handicap of illegitimate birth. The source material upon which the report is based, together with certain general references, is included.

Although the evidence available indicates that the number of children born out of wedlock in the United States is less, in proportion to population and to total births, than in European countries, the figures are sufficiently large to command attention and to arouse concern for the welfare of the children. Inadequacy of birth registration makes it impossible to secure accurate statistics, but a careful study of the data makes it fairly certain that at least 32,000 white children are born out of wedlock in the United States each year. The information presented in this report indicates that probably not more than 70 per cent of these children survive the first year of life.

This report was prepared in the Social Service Division of the Bureau. It was written by Emma O. Lundberg and Katharine F. Lenroot, and the bibliographical material for it was prepared by Ruth H. Olmsted under Miss Lundberg's supervision.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

ILLEGITIMACY AS A CHILD-WELFARE PROBLEM.

PART 1.

INTRODUCTORY.

Only within comparatively recent times has illegitimacy come to be recognized as a definite social problem. Yet, few topics relating to social welfare have as many ramifications or provoke as many divergent opinions. In its bearings upon social standards, especially those concerning family relationships, illegitimacy opens up a large field for discussion. It is a matter of prime importance in a consideration of social and moral prophylaxis, while in its relation to infant mortality, infant care, child abandonment and neglect, and the care of dependent children it demands the attention and concern of all who are engaged in constructive social effort. Although the problem manifests fairly regular phenomena, these vary according to the composition, customs, and social conditions of the community, and furthermore are subject to modification by social action.

The social significance of illegitimacy may be studied along two distinct lines of investigation, the first concerned with causative factors and centering in the mother and father, the second centering in the child and attempting to measure the handicaps to the child born out of wedlock and to secure the care and protection that should be afforded him. The two lines of investigation necessarily converge at many points. To a considerable extent the causative factors have an essential bearing upon the child's history and the burden of dependency imposed upon the State. Many theories have been advanced in regard to the natural endowment of the child born out of wedlock as compared with that of the child of legitimate birth, but very little authoritative information is available. Neither has there been any adequate consideration of the environmental and home influences surrounding children who are born out of wedlock, nor of the burden that is placed upon the public for the support of these children.

A consideration of illegitimacy as a problem of child welfare is in reality a study of the relation of the child born out of wedlock to his family and to the community. The detriment of illegitimate birth is neutralized in the degree to which the child is provided with normal family conditions and an equitable social attitude realized. Of equal importance with the securing of justice for children handicapped by the circumstances of their birth is the raising of moral standards and the improvement of the social conditions that are at bottom largely responsible for illegitimacy.

The close connection between birth out of wedlock and lack of proper care may be clearly shown in the case of infants. The most immediate and demonstrable effect of the disadvantages attendant upon illegitimate birth is the very high mortality rate. Little is known of the histories of the children who survive infancy, but though the influence of their birth upon their development as they grow older is less tangible and more obscured by other factors than during infancy the problem of their care is no less important. The frequent concomitants of illegitimate birth are absence of a normal home, deprivation of a mother's care, and lack of adequate support. These handicaps often result in impairment of health and vitality, dependence upon the public for support, and abnormal character development, producing in many cases waywardness and delinquency. The increasing tendency to exert every effort to conserve child life results from the recognition of the obligation of society to insure for all children a childhood as nearly normal as possible and to develop them into useful and valuable members of the community.

European countries have furnished extensive studies of various phases of the problem of illegitimacy. In Germany, where conditions have lent themselves particularly to detailed research, which has been made possible by the completeness of birth registration and the system of records for military purposes, numerous treatises have been written on the moral aspects of illegitimacy, illegitimate births as social phenomena, and the care of children born out of wedlock. In France the published studies have dealt mainly with the question of the child's right to the establishment of paternity, as a part of a campaign for recognition of this principle in law. Publications in regard to the problem in other European countries are less available, but fragmentary information indicates a special interest in the problem, usually from the point of approach of the child's birthright or his care. In Norway, especially, inquiries have been concerned with the need for the adequate support and care of children born out of wedlock. Governmental investigations and parliamentary debates culminated in the passage of the Norwegian law of 1915, which establishes inheritance rights and sets a high standard of maintenance and pro-

tection. In England and Scotland, and in Australia and New Zealand, activity in behalf of these children has mainly taken the form of efforts to lower the infant mortality rate and to provide the necessary care for the mother and child. Recently, there has been organized in England a national council¹ the aim of which is to bring about reform in the legal and social position of the unmarried mother and her child.

In the United States, with its diversity of conditions and varied State legislation, interest has been mainly local. Studies have been concerned chiefly with the numerical extent of illegitimate births in a community, the moral aspects, and the possibility of lessening the problem. Within the past few years, however, there has come an awakening of interest in illegitimacy as it affects the child. Not only has this resulted in the formation of conferences² for the study of the problem in a large number of cities, but also the subject has been given special attention in the proceedings of various national organizations dealing with social problems. There is a growing interest in its broader aspects as being of nation-wide concern from the point of view of child welfare, and a movement is developing for uniformity in legislation relating to the status and support of children born out of wedlock.

¹ The National Council for the Unmarried Mother and Her Child (and for the Widowed or Deserted Mother in Need), organized in 1918. Evelyn House, 62 Oxford St., W. I., London.

² For example, the Boston Conference on Illegitimacy; the Committee on Illegitimacy of the Philadelphia Conference on Parenthood; the Cleveland Conference on Illegitimacy; the Milwaukee Conference on Illegitimacy; various committees engaged in studying the problem in other cities; and the Inter-City Conference on Illegitimacy composed of representatives of these and other organizations concerned with the subject.

EXTENT OF PROBLEM.

In considering statistics of illegitimate births in various communities, differences in laws and customs and in methods of securing and compiling vital statistics must be kept in mind. In some European countries, for example, the government requires civil marriage while a part of the population holds a religious ceremony to be sufficient, with the result that the children born of the latter marriages are considered by the state to be of illegitimate birth and recorded as such. In Germany, as in some other countries, the collecting of vital statistics is an important function of the state; in Russia the records of the church supply the data on births and deaths, no doubt inadequately; in the United States the registration laws differ, and in only a small number of the States is there adequate birth registration. It is therefore necessary to consider existing data on the extent of illegitimacy in the various countries merely as approximate indications of its comparative prevalence.

Two methods of computing illegitimacy rates are used in this report. The first gives the proportion of illegitimate births to total births in a given period, and is obtained by dividing the number of illegitimate births by the total births. The second method compares the number of illegitimate births with the number of single, widowed, and divorced women of childbearing age in the community, and is obtained by dividing the number of illegitimate births by the number of such women in the population. The first method emphasizes the extent of the child-care problems involved; the second gives data relating more definitely to causative factors and to the moral and preventive sides of the problem.

PREVALENCE IN FOREIGN COUNTRIES.

European countries.

In most European countries birth registration, because of its importance in connection with military service and other governmental requirements, has been very nearly complete. Statistics of illegitimate births have been the subject of exhaustive research by students of social problems and by statistical bodies and are therefore readily *available for comparative study*. The data presented in the tables

On the numbers of births in European countries were compiled in large part from material contained in a report of an international statistical association.

Table I gives, for specified countries of Europe, comparative data on the rates of legitimate and illegitimate births based, respectively, on the total number of married women of childbearing age and the total number of single, widowed, and divorced women of the same age.

TABLE I.—Average annual legitimate birth rate per 1,000 married women 15 to 49 years of age, and illegitimate birth rate per 1,000 single, widowed, and divorced women 15 to 49 years of age, in specified countries of Europe.^a

Country and period.	Legitimate live births per 1,000 married women 15 to 49 years of age.	Illegitimate live births per 1,000 single, widowed, and divorced women 15 to 49 years of age.
Austria-Hungary:		
Austria, 1908-1913.....	219	38
Hungary, 1906-1915.....	198	35
Belgium, 1906-1913.....	161	12
Denmark, 1906-1915.....	191	24
Finland, 1906-1915.....	230	17
France, 1910-1911.....	114	16
German Empire, 1907-1914.....	196	23
Bavaria, 1907-1914.....	214	81
Prussia, 1907-1914.....	204	22
Saxony, 1907-1914.....	153	36
Wurtemberg, 1907-1914.....	211	21
Great Britain and Ireland:		
England and Wales, 1906-1915.....	171	7
Ireland, 1909-1912.....	250	4
Scotland, 1906-1915.....	202	13
Italy, 1907-1914.....	226	14
Norway, 1907-1914.....	224	13
Spain, 1906-1915.....	218	14
Sweden, 1908-1913.....	196	26
Switzerland, 1906-1915.....	184	8
The Netherlands, 1906-1914.....	233	5

^a Compiled from *Annuaire International de Statistique*. II. Mouvement de la Population (Europe). L'Office Permanent de l'Institut International de Statistique, La Haye, 1917. pp. 54-56.

In considering the data presented, it is important to take into account differences in methods of registration in the various countries and in legal definitions of illegitimacy, which make the figures only approximately comparable. The rates are seen to vary widely in different countries, even in those with apparently homogeneous populations and in political divisions of the same country. The number of illegitimate births per 1,000 single, widowed, and divorced women 15 to 49 years of age ranged from 4 to 38. The figures presented suggest the importance of correlating the various factors, such as racial differences, economic and social conditions, marriage customs and laws, constructive social influences, and various legal provisions in regard to the status of the child born out of wedlock. Such analysis of social causes in connection with the evidence furnished by

statistics is requisite to an understanding of the real significance of the numbers of illegitimate births.

Over a period of 30 to 40 years (from about 1875 to 1915) there has been a decrease in the yearly number of illegitimate births per 1,000 single, widowed, and divorced women in Austria, Belgium, Denmark, England and Wales, Finland, the German Empire, Hungary, Italy, Norway, Scotland, Spain, Switzerland, and The Netherlands. In Ireland the illegitimate birth rate remained stationary, and in France and Sweden it fluctuated or increased.¹

Table II gives for the specified countries of Europe, over a period of years, the proportion of illegitimate births to total births, stated in terms of per cents. This table also gives the number of illegitimate live births in each country during one year.

The percentages of illegitimate births furnish an indication of the proportion of children born out of wedlock, and the consequent problem that confronts the State in providing for their care and protection. It must be remembered that a decline in the total birth rate is likely to result in a rise in the percentage of illegitimate births, though in fact the actual number of such births may not have increased. This is illustrated by recent English vital statistics. The percentage of illegitimate births in England and Wales for 1917 was 5.6, as compared with 4.2, 4.4, and 4.8, the percentages for the three preceding years. This increase is accounted for by the large decrease in legitimate births because of war conditions. The decrease in the number of legitimate births from the number in 1914 amounted to 7.5 per cent in 1915, 11.2 per cent in 1916, and 25 per cent in 1917.² The number of illegitimate births, on the other hand, remained practically stationary for several years preceding the war and for the first three years of the war.³ However, figures for 1918⁴ show a considerable increase in the number of illegitimate births. In 1917 the number of illegitimate births was somewhat less than in 1916, but in 1918 there was an increase of 11.2 per cent over the preceding year. The number of legitimate births continued to decrease.

European cities.

In large centers of population social problems are massed and intensified. Because of their institutions and agencies giving maternity

¹ Lundberg, Emma O.: "The illegitimate child and war conditions." *American Journal of Physical Anthropology*, Vol. I (July-September, 1918). Table I on pp. 342-343.

² Percentages based on statistics given in Eightieth Annual Report of the Registrar-General of Births, Deaths, and Marriages in England and Wales (1917). London, 1919. p. 4.

³ Eightieth Annual Report of the Registrar-General of Births, Deaths, and Marriages in England and Wales (1917). London, 1919. p. 4.

⁴ *Quarterly Return [and Annual Summary] of Marriages, Births, and Deaths Registered in England and Wales and in the Registration Counties, etc.* No. 280—year 1918, p. 38. London, 1919.

TABLE II.—Number and per cent of illegitimate births in specified countries of Europe.^a

Country.	Illegitimate live births, 1914.		Per cent of live births illegitimate.				
	Number.	Per cent of total live births.	Annual average, 1906-1909.	Annual average, 1910-1914.	1915	1916	1917
Austria Hungary:							
Austria.....	^b 102,845	11.9	12.3	^b 11.9	.....	.....	.....
Hungary.....	63,301	8.5	9.4	9.0	9.5	.....	.....
Belgium.....	^b 10,975	6.4	6.3	^b 6.3	.....	.....	.....
Denmark.....	8,395	11.5	11.0	11.3	^c 11.7	^c 11.7	.....
Finland.....	6,846	7.8	6.9	7.7	8.0	.....	.....
France ^d	^b 66,000	8.8	8.9	^b 8.7	.....	.....	.....
German Empire.....	176,270	9.7	8.7	9.4	.....	.....	.....
Bavaria.....	25,180	12.6	12.2	12.4	.....	.....	.....
Prussia.....	99,172	8.5	7.4	8.1	.....	.....	.....
Saxony.....	18,803	16.0	14.1	15.5	.....	.....	.....
Wurtemberg.....	5,737	8.6	8.3	8.6	.....	.....	.....
Great Britain and Ireland:							
England and Wales ^e	37,329	4.2	4.0	4.2	4.4	4.8	5.6
Ireland ^f	2,943	3.0	2.6	2.8	3.1	3.0	3.1
Scotland ^g	8,879	7.2	7.0	7.3	6.9	7.1	7.5
Italy.....	52,813	4.7	5.1	4.8	^h 4.3	.....	.....
Norway.....	4,406	7.1	6.8	6.9	ⁱ 7.3	ⁱ 7.0	7.1
Portugal.....	^j 20,601	11.0	11.3	(^k)	.....	.....	.....
Roumania.....	^l 25,367	8.1	9.2	(^k)	.....	.....	.....
Russia in Europe ^m	118,159	2.3	2.3	(^k)	.....	.....	.....
Spain.....	28,858	4.7	4.6	4.8	5.0	ⁿ 5.3	.....
Sweden.....	^o 20,481	^o 15.8	13.3	^o 15.1	.....	.....	.....
Switzerland.....	4,341	5.0	4.4	4.7	4.6	^p 4.4	.....
The Netherlands.....	3,728	2.1	2.1	2.1	2.2	^q 2.2	.....

^a Except where otherwise noted, figures are based on statistics of live births reported in *Annuaire International de Statistique*. II. Mouvement de la Population (Europe). L'Office Permanent de l'Institut International de Statistique, La Haye, 1917. pp. 40-53.

^b Number given for 1913; average based on four-year period 1910-1913.

^c *Statistisk Aarbog* [Danmark], 1917. Statistiske Departement. København, 1917. p. 18.

^d Figures for 1910-1913 are based on statistics in *Annuaire Statistique*, 1916, 1917, 1918. *Résumé Rétrospectif.—Divers Pays*, pp. 11*-12*. Ministère du Travail et de la Prévoyance Sociale. *Statistique Générale de la France*, Paris, 1919. (Numbers given only in thousands.)

^e Seventy-seventh (1914), Seventy-eighth (1915), Seventy-ninth (1916), and Eightieth (1917) Annual Reports of the Registrar-General of Births, Deaths, and Marriages in England and Wales. London, 1915-1919.

^f Fifty-first (1914), Fifty-second (1915), Fifty-third (1916), and Fifty-fourth (1917) Annual Reports of the Registrar-General for Ireland. Dublin, 1915-1918. Annual average for 1906-1909 derived from Supplement to the Forty-seventh Report of the Registrar-General for Ireland, containing summaries for the years 1901-1910, p. xiv.

^g Fifty-ninth (1913), Sixtieth (1914), Sixty-first (1915), Sixty-second (1916), and Sixty-third (1917) Annual Reports of the Registrar-General for Scotland. Edinburgh, 1916-1919.

^h *Annuario Statistico Italiano*, Seconda Serie, Vol. VI. Anno 1916. Roma, 1918. p. 31.

ⁱ *Statistisk Aarbog* or *Kongeriket Norge*, 38^{de} Årgang, 1918. Statistiske Centralbyrå. Kristiania, 1919. pp. 8-9.

^j Number given for 1910—the only figure available during the period 1910-1914.

^k No average given as figures are not available for a period of four years.

^l Number given for 1912.

^m Excluding Finland and Poland. Number given for 1909; no later figures available.

ⁿ *Annuario Estadístico de España*. Año IV-1917. Ministerio de Instrucción Pública y Bellas Artes. Dirección General del Instituto Geográfico y Estadístico. Madrid, 1918. p. 41.

^o *Statistisk Årsbok för Sverige*. Femte Årgången, 1918. Kungl. Statistiska Centralbyrån. Stockholm, 1918. p. 46.

^p *Annuaire Statistique de la Suisse*. 1917—26^e année. Bureau Fédéral de Statistique. Berne, juillet 1918. pp. 17, 19.

^q *Annuaire Statistique de la Ville d'Amsterdam*. Publié par le Bureau Municipal de Statistique. 14^{ième} Année, 1917. Amsterdam, 1919. p. 54.

care and providing for children who must depend upon the public for support, these cases gravitate to the cities. Unquestionably the city, by reason of economic and social conditions inherent in congested areas, also produces an undue proportion of births out of wedlock and of child dependency. A comparison of the percentages of illegitimate births in large cities with those in the entire pop

of a country¹ gives striking evidence of the abnormal situation in large population centers. In Table III are given the proportions of illegitimate to total births over a quinquennial period for 38 of the large cities of Europe.

TABLE III.—Average annual per cent of illegitimate births in European cities, 1905 to 1909.^a

City. ^b	Population, 1909.	Per cent of live births illegitimate, 1905-1909.	City. ^b	Population, 1909.	Per cent of live births illegitimate, 1905-1909.
Amsterdam.....	567,000	4.4	Lyon.....	472,000	22.2
Barcelona.....	547,000	6.6	Manchester.....	655,000	3.8
Belfast.....	387,000	3.4	Marseilles.....	517,000	^c 17.2
Berlin.....	2,107,000	18.1	Milan.....	594,000	9.5
Birmingham.....	564,000	2.6	Moscow.....	1,452,000	24.0
Breslau.....	503,000	18.8	Munich.....	571,000	27.8
Bristol.....	378,000	3.2	Naples.....	612,000	9.7
Budapest.....	823,000	26.3	Odessa.....	467,000	^d 14.0
Christiania.....	233,000	^c 13.6	Paris.....	2,700,000	25.5
Cologne.....	472,000	11.9	Petrograd.....	1,596,000	20.2
Copenhagen.....	450,000	25.5	Prague.....	487,000	^c 24.7
Dresden.....	546,000	19.4	Riga.....	356,000	^c 6.3
Dublin.....	398,000	3.1	Rome.....	534,000	16.5
Edinburgh.....	355,000	8.5	Rotterdam.....	415,000	4.0
Frankfort on the Main.....	367,000	13.8	Sheffield.....	463,000	^c 4.3
Glasgow.....	872,000	7.0	Stockholm.....	340,000	33.5
Hamburg.....	884,000	13.6	Turin.....	392,000	11.4
Leipzig.....	534,000	19.2	Vienna.....	2,064,000	30.1
London.....	4,834,000	3.5	Warsaw.....	746,000	9.1

^a Based on statistics published in *Statistique Démographique des Grandes Villes du Monde pendant les années 1880-1909. Première partie—Europe. Publiée à l'occasion de la XIII^e Session de l'Institut International de Statistique à la Haye, Septembre 1911. Communications Statistiques, publiées par le Bureau municipal de Statistique d'Amsterdam, No 33, 1911. pp. 1-137.*

^b With the exception of Stockholm and Christiania, all the cities are of 350,000 population or over.

^c Average per cent for five-year period 1904-1908.

^d Average per cent for five-year period 1904-1908. As illegitimate births are included all births whose status as to legitimacy is unknown.

The differences in the percentages of illegitimate births in large cities and in entire countries² may be illustrated by comparing the percentage for the German Empire with the cities within its borders. For the period 1906-1909, the annual average for the German Empire was 8.7 illegitimate in every 100 live births. During the period 1905-1909, the percentages for the eight cities within the Empire having a population of 350,000 or over ranged from 11.9 to 27.8. Similarly, in France during the selected periods the average annual percentage for the whole country was 8.9, while the percentages for the three largest cities were 17.2, 22.2, and 25.5, respectively. During the time periods specified, the percentage for Sweden was 13.3 with apparently an enormous concentration of the problem in Stockholm, the metropolis, producing a percentage of 33.5; for Denmark the general percentage was 11, as compared with 25.5 in Copenhagen; for Norway 6.8, as compared with 13.6 in Christiania; for

¹ See Table II, p. 13.

² See Tables II and III.

Austria 12.3 and for Hungary 9.4, the three large cities within the Empire having percentages ranging from 26.3 to 30.1. The general percentage for Italy was 5.1, and the percentages for its four large cities from 9.5 to 16.5. For Russia a general percentage of only 2.3 was reported, while the percentages in the five large cities were from 6.3 to 24. How much reliance may be placed on the Russian figures is problematic.

In the other countries for which comparative data were secured, the percentages of illegitimate births, both for cities and entire countries, were much lower than in the cases above cited; but a similar difference occurred between city and entire country, except in England and Wales, where the city rates were lower. During the specified periods, in England and Wales the average annual percentage was 4, while in London it was only 3.5, and in the three largest manufacturing cities and the port of Bristol the percentages ranged from 2.6 to 4.3. Ireland had an average of only 2.6, while Dublin and Belfast had percentages of 3.1 and 3.4. Scotland, with an average of 7, had percentages of 7 and 8.5 in Glasgow and Edinburgh. In Spain the general average was 4.6, with a percentage of 6.6 in Barcelona. The Netherlands had the lowest average of any European country, 2.1, but in Rotterdam and Amsterdam the percentages were 4 and 4.4, respectively.

Comparative percentages of illegitimate births for any considerable number of European cities were not available for a later period than 1905-1909. As showing the variation in rates from year to year, and particularly the situation during the years when war conditions prevailed, the figures for Berlin, Paris, and London are of interest. In Berlin the percentages of illegitimate births were as follows:¹ 1913, 23.3; 1914, 22.6; 1915, 22.2; first five months of 1916, 23.8. These rates are considerably higher than the average rate, 18.1, shown in Table III for the period 1905-1909. In Paris² the percentages of illegitimate births were: 1912, 23.8; 1913, 26.5; 1914, 23.9; 1915, 26.8; 1916, 30.8; 38 weeks of 1917, 31.7. The average rate in Paris for the period 1905-1909 was 25.5. The percentages of illegitimate births in London were: 1914, 4.5; 1915, 4.8; 1916, 5.4; 1917, 6.8; 1918, 8.³ For 1905 to 1909 the average rate in London was 3.5.

¹ Percentages derived from data given in Guradze, Dr. Hans: "Säuglingssterblichkeit, Geburtenhäufigkeit, Eheschliessungen und Gesamtsterblichkeit in Berlin während des Krieges." *Jahrbücher für Nationalökonomie und Statistik*. Oktober 1916. Jena. p. 550.

² Pinard, M. A.: "De la Protection de l'enfance pendant la troisième année de guerre dans le camp retranché de Paris." *Bulletin de l'Académie de Médecine*. 3^e Série—Tome lxxviii. No. 49. Séance du 18 Décembre 1917. p. 770.

Percentage for 1913 derived from *Annuaire Statistique de la Ville de Paris*, XXXIV^e Année—1913. Paris, 1917. p. 112.

³ Derived from Quarterly Return and Annual Summary of Marriages, Births, and Deaths Registered in England and Wales and in the Registration Counties, etc. Published by Authority of the Registrar-General. Nos. 264, 268, 272, 276, and 280—years 1914-1918. London.

~~Other countries~~

The country of Australia and New Zealand is of especial interest, since the conditions in these countries are somewhat similar to those in the United States. Table IV gives, for the Commonwealth of Australia and its component States and for the Dominion of New Zealand, the number of illegitimate births in one year, and the percentage of illegitimate births for a series of years.

TABLE IV.—Number and percentage of illegitimate births in Australia and New Zealand.

State or Dominion.	Total illegitimate births, 1914.		Percent of live births illegitimate.				
	Number.	Per cent of total live births.	Annual average, 1905-1909.	Annual average, 1910-1914.	1915.	1916.	1917.
Australian Commonwealth	17,831	5.3	6.2	5.6	5.1	4.8	4.9
New South Wales	9,241	5.3	6.9	5.7	5.0	4.7	4.7
Victoria	4,005	5.6	5.7	5.8	5.7	5.2	5.5
Queensland	2,416	5.8	7.4	6.2	5.4	5.1	5.0
South Australia	1,560	5.9	4.2	4.3	4.0	3.8	4.0
Western Australia	688	4.2	4.3	4.3	4.2	3.8	4.2
Tasmania	205	5.9	5.5	5.3	5.3	5.1	5.3
New Zealand	3,211	4.6	4.5	4.3	4.1	4.0	4.1

Source: Commonwealth Bureau of Census and Statistics, in Population and Vital Statistics, Bulletin No. 8, 1916, and 1917, 1918, 1919, 1920, 1921, 1922, 1923, 1924, 1925, 1926, 1927, 1928, 1929, 1930, 1931, 1932, 1933, 1934, 1935, 1936, 1937, 1938, 1939, 1940, 1941, 1942, 1943, 1944, 1945, 1946, 1947, 1948, 1949, 1950, 1951, 1952, 1953, 1954, 1955, 1956, 1957, 1958, 1959, 1960, 1961, 1962, 1963, 1964, 1965, 1966, 1967, 1968, 1969, 1970, 1971, 1972, 1973, 1974, 1975, 1976, 1977, 1978, 1979, 1980, 1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988, 1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020, 2021, 2022, 2023, 2024, 2025, 2026, 2027, 2028, 2029, 2030, 2031, 2032, 2033, 2034, 2035, 2036, 2037, 2038, 2039, 2040, 2041, 2042, 2043, 2044, 2045, 2046, 2047, 2048, 2049, 2050, 2051, 2052, 2053, 2054, 2055, 2056, 2057, 2058, 2059, 2060, 2061, 2062, 2063, 2064, 2065, 2066, 2067, 2068, 2069, 2070, 2071, 2072, 2073, 2074, 2075, 2076, 2077, 2078, 2079, 2080, 2081, 2082, 2083, 2084, 2085, 2086, 2087, 2088, 2089, 2090, 2091, 2092, 2093, 2094, 2095, 2096, 2097, 2098, 2099, 2100, 2101, 2102, 2103, 2104, 2105, 2106, 2107, 2108, 2109, 2110, 2111, 2112, 2113, 2114, 2115, 2116, 2117, 2118, 2119, 2120, 2121, 2122, 2123, 2124, 2125, 2126, 2127, 2128, 2129, 2130, 2131, 2132, 2133, 2134, 2135, 2136, 2137, 2138, 2139, 2140, 2141, 2142, 2143, 2144, 2145, 2146, 2147, 2148, 2149, 2150, 2151, 2152, 2153, 2154, 2155, 2156, 2157, 2158, 2159, 2160, 2161, 2162, 2163, 2164, 2165, 2166, 2167, 2168, 2169, 2170, 2171, 2172, 2173, 2174, 2175, 2176, 2177, 2178, 2179, 2180, 2181, 2182, 2183, 2184, 2185, 2186, 2187, 2188, 2189, 2190, 2191, 2192, 2193, 2194, 2195, 2196, 2197, 2198, 2199, 2200, 2201, 2202, 2203, 2204, 2205, 2206, 2207, 2208, 2209, 2210, 2211, 2212, 2213, 2214, 2215, 2216, 2217, 2218, 2219, 2220, 2221, 2222, 2223, 2224, 2225, 2226, 2227, 2228, 2229, 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3558, 3559, 3560, 3561, 3562, 3563, 3564, 3565, 3566, 3567, 3568, 3569, 3570, 3571, 3572, 3573, 3574, 3575, 3576, 3577, 3578, 3579, 3580, 3581, 3582, 3583, 3584, 3585, 3586, 3587, 3588, 3589, 3590, 3591, 3592, 3593, 3594, 3595, 3596, 3597, 3598, 3599, 3600, 3601, 3602, 3603, 3604, 3605, 3606, 3607, 3608, 3609, 3610, 3611, 3612, 3613, 3614, 3615, 3616, 3617, 3618, 3619, 3620, 3621, 3622, 3623, 3624, 3625, 3626, 3627, 3628, 3629, 3630, 3631, 3632, 3633, 3634, 3635, 3636, 3637, 3638, 3639, 3640, 3641, 3642, 3643, 3644, 3645, 3646, 3647, 3648, 3649, 3650, 3651, 3652, 3653, 3654, 3655, 3656, 3657, 3658, 3659, 3660, 3661, 3662, 3663, 3664, 3665, 3666, 3667, 3668, 3669, 3670, 3671, 3672, 3673, 3674, 3675, 3676, 3677, 3678, 3679, 3680, 3681, 3682, 3683, 3684, 3685, 3686, 3687, 3688, 3689, 3690, 3691, 3692, 3693, 3694, 3695, 3696, 3697, 3698, 3699, 3700, 3701, 3702, 3703, 3704, 3705, 3706, 3707, 3708, 3709, 3710, 3711, 3712, 3713, 3714, 3715, 3716, 3717, 3718, 3719, 3720, 3721, 3722, 3723, 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The rate for England and Wales during the same year for women of this age group was 8.¹

Australian statistics show a larger percentage of illegitimate births in cities than in country districts. In New South Wales, in 1916, the percentage of illegitimate births in Sydney was 6.4, as compared with 3.7 in the remainder of the State.² The proportion of illegitimate births in the city of Melbourne and suburbs in 1916 was greater than in the other urban and rural districts of Victoria, the lowest percentages prevailing in the country districts.³ In South Australia the percentages of illegitimate births in 1916 were 6.2 for the metropolitan area and 3.9 for the State as a whole.⁴ In Western Australia the percentage of illegitimate births in Perth and its suburbs, in 1916, was 4.5, as compared with 3.7 for the State as a whole.⁵ The percentages in the two cities of Tasmania—Hobart and Launceston—in 1914, were 9.7 and 11, respectively, as compared with 3.3 in country districts.⁶

Without a comprehensive understanding of the customs and laws, the conditions surrounding child life, and the completeness of birth registration, it is impossible to evaluate the statistics on illegitimate births in oriental countries. The illegitimacy rate in Japan, according to official statistics,⁷ is practically the same as that found in France, Germany, and Hungary. In 1915, 8.7 per cent of all births in Japan were reported as illegitimate. The average for 1905 to 1909 was 9.2, and for 1910 to 1914, 9.1. Information is not available as to the effect illegitimate birth may have upon the lives of the 150,000 children born out of wedlock in Japan each year.

The effect of racial differences and variations in social customs upon the illegitimacy rate is indicated by the statistics for the Union of South Africa excluding the Orange Free State.⁸ In 1914, 2.2 per cent of the births among the white population were illegitimate, while the percentage of illegitimate births among the Bantus was 11.2 and among the mixed and other colored races 30.8. No information is available as to the completeness of birth registration, nor in regard to social customs and standards.

¹ Seventy-fourth Annual Report of the Registrar-General of Births, Deaths, and Marriages in England and Wales, 1911. London, 1913. p. xxvi.

² Official Year Book of New South Wales, 1917. Sydney, 1918. p. 82.

³ Victorian Year Book, 1916-17. Melbourne, 1918. p. 331.

⁴ South Australia, Statistical Register, 1916-17. Part I—Population. Adelaide, 1917. p. 9.

⁵ Percentages derived from Statistical Register of Western Australia for 1916 and Previous Years. Part I.—Population and Vital Statistics. Perth, 1918.

⁶ Statistics of the State of Tasmania for the year 1914-15. Part III. Vital and Meteorological. Tasmania, 1915. p. 151.

⁷ Mouvement de la Population de l'Empire du Japon. Cabinet Impérial, Bureau de la Statistique Générale. Reports for 1905 to 1915. Tokio.

⁸ Figures derived from Statistical Year-Book of the Union of South Africa, No. 3—1914-15. Pretoria, 1916. pp. 16-27.

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... American and three ... Guatemala? and San ... ranged from 23.4 ... were illegiti- ... same year was 35.1. In ... the years for ... was considerably higher. These ... should be studied in relation ... of the various countries, the ... and the bearing that

...the Indians were
...in 1914. In
...among the
...the percentage among
...higher.

THE FUTURE OF THE FIRM

2020年11月11日

The following are the principal reasons why this country include mainly
 the following: a safeguarding of the health of
 the child; the maintenance of support and inheritance,
 the maintenance of the child's education and child
 the determination of age in connection
 with the child's health in the prevention of
 the child's health measure is of even greater
 importance than for others. Often,
 the child's health may depend on
 the child's health of legitimate birth.
 The child's health of age for purposes of
 the child's health and for assuring the child's edu-
 cation. The child's health of opinion as to the
 child's health of children born out of wedlock.

1. General 2. Particular 3. Summary 4. Conclusion 5. Remarks 6. Signature 7. Date 8. Place 9. Initials 10. Notes 11. Comments 12. Observations 13. Remarks 14. Signature 15. Date 16. Place 17. Initials 18. Notes 19. Comments 20. Observations 21. Remarks 22. Signature 23. Date 24. Place 25. Initials 26. Notes 27. Comments 28. Observations 29. Remarks 30. Signature 31. Date 32. Place 33. Initials 34. Notes 35. Comments 36. Observations 37. Remarks 38. Signature 39. Date 40. Place 41. Initials 42. Notes 43. Comments 44. Observations 45. Remarks 46. Signature 47. Date 48. Place 49. Initials 50. Notes 51. Comments 52. Observations 53. Remarks 54. Signature 55. Date 56. Place 57. Initials 58. Notes 59. Comments 60. Observations 61. Remarks 62. Signature 63. Date 64. Place 65. Initials 66. Notes 67. Comments 68. Observations 69. Remarks 70. Signature 71. Date 72. Place 73. Initials 74. Notes 75. Comments 76. Observations 77. Remarks 78. Signature 79. Date 80. Place 81. Initials 82. Notes 83. Comments 84. Observations 85. Remarks 86. Signature 87. Date 88. Place 89. Initials 90. Notes 91. Comments 92. Observations 93. Remarks 94. Signature 95. Date 96. Place 97. Initials 98. Notes 99. Comments 100. Observations 101. Remarks 102. Signature 103. Date 104. Place 105. Initials 106. Notes 107. Comments 108. Observations 109. Remarks 110. Signature 111. Date 112. Place 113. Initials 114. Notes 115. Comments 116. Observations 117. Remarks 118. Signature 119. Date 120. Place 121. Initials 122. Notes 123. Comments 124. Observations 125. Remarks 126. Signature 127. Date 128. Place 129. Initials 130. Notes 131. Comments 132. Observations 133. Remarks 134. Signature 135. Date 136. Place 137. Initials 138. Notes 139. Comments 140. Observations 141. Remarks 142. Signature 143. Date 144. Place 145. Initials 146. Notes 147. Comments 148. Observations 149. Remarks 150. Signature 151. Date 152. Place 153. Initials 154. Notes 155. Comments 156. Observations 157. Remarks 158. Signature 159. Date 160. Place 161. Initials 162. Notes 163. Comments 164. Observations 165. Remarks 166. Signature 167. Date 168. Place 169. Initials 170. Notes 171. Comments 172. Observations 173. Remarks 174. Signature 175. Date 176. Place 177. Initials 178. Notes 179. Comments 180. Observations 181. Remarks 182. Signature 183. Date 184. Place 185. Initials 186. Notes 187. Comments 188. Observations 189. Remarks 190. Signature 191. Date 192. Place 193. Initials 194. Notes 195. Comments 196. Observations 197. Remarks 198. Signature 199. Date 200. Place 201. Initials 202. Notes 203. Comments 204. Observations 205. Remarks 206. Signature 207. Date 208. Place 209. Initials 210. Notes 211. Comments 212. Observations 213. Remarks 214. Signature 215. Date 216. Place 217. Initials 218. Notes 219. Comments 220. Observations 221. Remarks 222. Signature 223. Date 224. Place 225. Initials 226. Notes 227. Comments 228. Observations 229. Remarks 230. Signature 231. Date 232. Place 233. Initials 234. Notes 235. Comments 236. Observations 237. Remarks 238. Signature 239. Date 240. Place 241. Initials 242. Notes 243. Comments 244. Observations 245. Remarks 246. Signature 247. Date 248. Place 249. Initials 250. Notes 251. Comments 252. Observations 253. Remarks 254. Signature 255. Date 256. Place 257. Initials 258. Notes 259. Comments 260. Observations 261. Remarks 262. Signature 263. Date 264. Place 265. Initials 266. Notes 267. Comments 268. Observations 269. Remarks 270. Signature 271. Date 272. Place 273. Initials 274. Notes 275. Comments 276. Observations 277. Remarks 278. Signature 279. Date 280. Place 281. Initials 282. Notes 283. Comments 284. Observations 285. Remarks 286. Signature 287. Date 288. Place 289. Initials 290. Notes 291. Comments 292. Observations 293. Remarks 294. Signature 295. Date 296. Place 297. Initials 298. Notes 299. Comments 300. Observations 301. Remarks 302. Signature 303. Date 304. Place 305. Initials 306. Notes 307. Comments 308. Observations 309. Remarks 310. Signature 311. Date 312. Place 313. Initials 314. Notes 315. Comments 316. Observations 317. Remarks 318. Signature 319. Date 320. Place 321. Initials 322. Notes 323. Comments 324. Observations 325. Remarks 326. Signature 327. Date 328. Place 329. Initials 330. Notes 331. Comments 332. Observations 333. Remarks 334. Signature 335. Date 336. Place 337. Initials 338. Notes 339. Comments 340. Observations 341. Remarks 342. Signature 343. Date 344. Place 345. Initials 346. Notes 347.

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San Salvador, 1974. Cien páginas. A. T. 100.000. San Salvador, 1974. 8-17.

¹ *Informe de la Oficina de Estadística de la República Oriental del Uruguay, Año 1916-1917*. XXVI. Dirección General de Estadística, Montevideo, 1918. p. 36.

Percentage derived from statistics in Statistical Abstracts of the Republic of Chile, Central Statistical Bureau, Santiago de Chile, 1957, p. 19.

* See *Anuario Estadístico de Venezuela, 1910 y 1912*. Dirección General de Estadística, Caracas, 1912-1915.

But there is much controversy as to the method by which these births shall be so recorded as best to safeguard the child's legal status and property rights and at the same time protect him against any stigma.

The birth registration law recommended by the United States Bureau of the Census requires that the birth certificate shall state "whether legitimate or illegitimate," "full name of father," and "maiden name of mother." The registration laws or regulations of 20 States contain these provisions—Alabama, Arizona, Colorado, Florida, Idaho, Iowa, Kentucky, Louisiana, Michigan, Montana, Nebraska, North Dakota, Oklahoma, Pennsylvania, Texas, Utah, Vermont, Washington, Wisconsin, and Wyoming.

In 6 States—Delaware, Missouri, Nevada, Ohio, Tennessee, and Virginia—the law prohibits entry of the name of the father of a child of illegitimate birth, and in Oregon the provision requiring that the "full name of father" be recorded, contained in the law of 1915, has been omitted in the amendatory law of 1917. In Georgia, Massachusetts, Minnesota, and New York the father's name may be entered only by his consent; however, in Minnesota the name must be entered after paternity is established. The Illinois law prohibits the recording of the names or other identifying data in regard to the father or the mother without their consent. In the District of Columbia "it shall in no case be necessary for any physician, midwife, or other person to report any fact or facts whereby the identity of the father or of the mother or of the child born shall be disclosed"; the provision in North Carolina is similar, except that such entry is forbidden. In all the above States except Massachusetts there is required a statement as to legitimacy; in Illinois the law provides for the items included in the standard certificate of birth, but the certificate form used for recording births does not include this entry; a special law governs birth registration in New York City, and this law does not require information as to legitimacy of birth. In the remaining 15 States there is no specific provision in the law regarding entry of legitimacy or illegitimacy of birth; but in most cases the birth-certificate form provides for the checking of this fact.

The question of registration is closely connected with the legal determination of paternity. There are some who hold that no record should be made either of the mother's or of the father's name. As indicated, only two States and the District of Columbia have incorporated this idea in legislation. It may be assumed that the data in regard to the mother are considered of importance in measures for the protection of the child. Certainly, without this information efforts looking to the prevention of infant mortality and for protection of children are greatly handicapped. It becomes an issue as to whether the greater emphasis should be placed on safeguarding the mother's name or on protecting the child's life.

The identity of the mother is beyond question, whereas the identity of the father is not. As it now exists in the United States, the birth registration machinery is entirely inadequate as a means of determining paternity. In the absence of judicial determination of paternity, there is some question as to the value of the registration. The point may well be made, however, that the law should recognize no distinction in the responsibility of the parents of the child born out of wedlock. In order to safeguard the property rights of the child and for the purpose of holding the father liable for support, it is necessary that paternity should be determined legally and in as large a proportion of cases as possible.

Together with efforts to secure complete and accurate birth registration must go concern that no record shall be so used that the child's future happiness may be in any way endangered. In some communities, either by law or by regulations of the health department or the bureau of vital statistics, it is provided that only persons who can show a legitimate interest in the information may be permitted access to birth records. Experience in cities where this rule is not in force would indicate the necessity for preventing the use for malicious purposes of records relating to births out of wedlock. It is often of vital importance to the individual child that transcripts of birth records used for school, employment, and other purposes should contain no information which will indicate birth status. New York City has set an example by omitting on transcripts for school and employment purposes information in regard to parentage.

Statistics for States.

The inadequacy of birth registration data in this country is evidenced by the fact that for only 16 States and 20 of the 62 cities having in 1915 populations of 100,000 or over could figures on illegitimate births be secured from reports of State or city departments. In 19 States¹ from which no statistics could be secured the law or regulations relating to birth registration require the reporting of the fact of legitimacy or illegitimacy on the birth certificate.

Because the failure to register probably affects the accuracy of figures on illegitimate births to an even greater extent than those on legitimate births, and the entry of incorrect information on the birth certificate further invalidates these statistics, only a minimum statement is possible of the percentage of births that occur out of legal wedlock. Some indication of the inadequacy of the figures cited

¹ Arizona, Colorado (figures later than 1910 could not be secured), Delaware, Florida, Georgia, Idaho, Illinois, Kentucky, Nebraska, New York, North Carolina, North Dakota, Ohio, Oregon, Tennessee, Texas, Virginia, Washington, and Wyoming.

is given by the fact that only 8 of the States and 11 of the cities from which statistics on illegitimate births were secured were included by the Bureau of the Census in the birth registration area in 1915 as having birth registration 90 per cent or more complete. A further difficulty is occasioned by the lack of uniformity in the inclusion or exclusion of stillbirths and the failure, in many instances, to indicate whether or not the figures include stillbirths. This is particularly true of figures relating to illegitimate births.

TABLE V.—*Legitimate birth rate per 1,000 married women 15 to 44 years of age, and illegitimate birth rate per 1,000 single, widowed, and divorced women 15 to 44 years of age, in 16 States of the United States, 1915.*

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* Number of women estimated as for July 1, 1915, from U. S. Census figures for 1910 and U. S. Census estimated population as of July 1, 1915. For Connecticut and Massachusetts the estimates are for July 1, 1914, since the numbers of illegitimate births were secured for 1914. It was assumed that the number of married women and of single, widowed, and divorced women 15 to 44 years of age would represent the same percentages of the total population in 1915 as they represented in 1910. Estimates are expressed in even hundreds.

See Thirteenth Census of the United States, 1910, Vols. II and III, Population Reports by States. Washington, 1913. Also, U. S. Bureau of the Census Bulletin 138. Estimates of the Population of the United States, 1910-1917, including results of the State enumerations made in 1915. Washington, 1918.

† Except for the State of Massachusetts, information was furnished by State departments of health and bureaus of vital statistics. In some States it was impossible to tell with absolute certainty whether or not stillbirths were included in the number of births, and this was especially true in the case of illegitimate births.

‡ Includes a small number belonging to other races than white and Negro.

§ Figures for 1914; figures for 1915 not available.

¶ Figures for 1914; compiled by the U. S. Children's Bureau from original records.

‡ In 1915: Connecticut, Massachusetts, Michigan, Minnesota, New Hampshire, Pennsylvania, Rhode Island, Vermont. See U. S. Bureau of the Census' Birth Statistics for the Registration Area of the United States, 1915. First Annual Report. Washington, 1917. p. 9.

* The Negro populations and births of Alabama and Maryland were excluded, since they comprised more than 10 per cent of the total population of each of these States.

The incompleteness of birth registration in the United States renders impracticable any attempt at comparison with foreign figures, though the evidence would seem to indicate that there is a smaller proportion of births out of wedlock among the white population in this country than in most of the European countries.

In order to secure fairly comparable figures for the United States, it is necessary to treat separately the figures for the white and for the Negro population of the States in which Negroes formed more than 10 per cent of the total population. Illegitimacy among Negroes is a phenomenon which must be studied by itself in its relation to the social and economic conditions surrounding the race at the present time and in their past history. Unfavorable economic conditions and lack of educational opportunities have resulted in laxness of marriage relations among the Negroes of many localities, and consequently in a high illegitimacy rate. However, illegitimacy as it prevails among the Negroes in these localities is not comparable with the same condition among the white population. Regardless of the status of colored children, they are usually provided for by the mother or her relatives, and a child born out of wedlock has very much the same advantages and disadvantages as a child born in lawful marriage. Therefore, in the discussion of comparative data presented in Tables V, VI, and VII there have been excluded the Negro population and the Negro births in the two States included in which Negroes comprise one-tenth or more of the entire population. Sufficient data were not available for an adequate discussion of illegitimate births among Negroes.

The average legitimate birth rate per 1,000 married women of childbearing age in the 16 States represented, excluding the Negroes in Alabama and Maryland, was 180.7. The average illegitimate birth rate per 1,000 single, widowed, and divorced women of the same age was 4.3. For the 8 States which were in the birth registration area in 1915 the legitimate birth rate was 192.1 and the illegitimate, 4.6.

There seems to be no close relation between legitimate and illegitimate birth rates. Seven States had legitimate birth rates above the average. The illegitimate birth rate in 4 of these States was above the average and in 3 below. Of the 9 States having legitimate birth rates below the average, 3 had illegitimate rates above the average, and 6 below.

Neither does there appear to be a definite relation between the illegitimacy rate and the percentage of unmarried women among all women of childbearing age. In the 16 States for which the analysis was made the average percentage of women 15 to 44 years of age who were single, widowed, or divorced was 43.6 (exclusive of the Negro population in 2 Southern States). Of 7 States where

the percentage was above the average, 3 had illegitimate birth rates above and 4 had rates below the general illegitimate birth rate. In Vermont, where the illegitimate birth rate was relatively high, only 40.2 per cent of the women of childbearing age were unmarried. On the other hand, in Connecticut, where the illegitimacy rate was low, 46.4 per cent of the women 15 to 44 years of age were unmarried.

The percentages of illegitimate births in the States from which figures were obtained are given in Table VI.

TABLE VI.—*Number and per cent of illegitimate births in 16 States of the United States.*

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* Except for the State of Massachusetts, information was furnished by State departments of health and bureaus of vital statistics. In some States it was impossible to tell with absolute certainty whether or not stillbirths were included in the number of births; this was especially true in the case of illegitimate births.

† Figures for 1914; figures for 1915 not available.

‡ Average based on 3-year period 1912-1914; statistics not given for white and colored separately prior to 1912.

§ Figures for 1914; compiled by the U. S. Children's Bureau from original records.

¶ Average based on 2-year period 1913-1914. Reports previous to 1913 included stillbirths in illegitimate births, and it was impossible to obtain the number of illegitimate live births.

/ Average based on 2-year period 1913-1914.

§ Average based on 4-year period 1911-1914.

Δ Average based on 3-year period 1912-1914.

The population of the 16 States included in Table VI, exclusive of the Negro population in Alabama and Maryland, represented, in 1915, more than one-third of the total population of the country, exclusive of the Negro population of the 14 States and the District of Columbia, in which Negroes formed as much as 10 per cent of the population.¹ The percentage of illegitimate among the total births in these 16

¹ Population estimated as for July 1, 1915, except that for Connecticut and Massachusetts the estimates are for July 1, 1914.

as in 1915 was 1.8.¹ Eight of the States—Connecticut, Massachusetts, Michigan, Minnesota, New Hampshire, Pennsylvania, Rhode Island, and Vermont—were included in the birth registration area in 1915; in that year the percentage of illegitimate births in these States was 1.9. Grouping the States geographically, the percentage is lowest in the sparsely settled Western States, the average for Nevada, South Dakota, and Utah, in 1915, being 0.8. In the 5 Middle Western States the rate was 1.7, in the 1 Middle Atlantic State 2, and in the 5 New England States 1.9. The rate in the 2 Southern States, excluding births to Negroes, was 1.6. It may be questioned, however, whether these rates would have been relatively the same if birth registration had been equally complete in all sections and if data had been available for the whole country. In this connection it is significant that the 5 New England States and the Middle Atlantic State were all in the birth registration area, and that the rates for these sections were comparatively high.

Statistics for cities.

In the 20 cities for which statistics were secured, the percentages of births out of wedlock in 1915 varied from 1.2 to 6.1, excluding the births to Negroes in 2 cities. The percentages of illegitimate births among the Negroes in Baltimore, Washington, and Philadelphia were, in 1915, 24.5, 19.5, and 16.4,² respectively. No figures were obtainable for cities farther south. Although possible differences in the accuracy of registration may affect these comparative percentages, the low percentage in Philadelphia, where in 1910 one-eighteenth of the population was Negro, as compared with Baltimore, having one-sixth Negro, and Washington, almost one-third Negro, suggests a better condition among the colored population in cities and States where the race is more dispersed, and where Negroes live under more favorable economic and social conditions.

The difference in the extent of the problem in cities and in less congested areas is brought out by comparison of the percentages of illegitimate births in States as a whole and in their large centers of population. As has been pointed out in the discussion of the European statistics, the preponderance in the number of illegitimate births in large cities is due largely to the position of the city as a refuge and as a center for hospital and other types of care. It is probable, however, that conditions of life in a city are a considerable

¹ Total births, exclusive of Negro births in Alabama and Maryland, 789,443; reported as illegitimate, 14,217. For 2 States, figures were for 1914.

² See footnote 1, p. 25.

TABLE VII.—Number and per cent of illegitimate births in 20 cities of the United States having more than 100,000 population.*

* Statistics furnished by State or city departments of health or bureaus of vital statistics, except for Boston, where the statistics for the period 1910-1914 were compiled by the U. S. Children's Bureau from original records.

These statistics of illegitimate births are comparable. In 1910, the population of Cincinnati was 286,000, and the percentage of illegitimate live births was 6.4 per cent.

The statistics for 1913 included stillbirths in illegitimate live births.

The rate for 1913 is slightly lower had stillbirths been excluded. The local situation suggests that the low rates in the territory, and the percentage of illegitimate births with the local situation suggest that the low rates are due to the provision of the New York law which requires the provision of the New York law which requires the child to be chargeable to a county, city, or town, and the penalty, to disclose the name of the father. (Laws of 1911, c. 840, 856.)

The percentages of illegitimate births, including stillbirths, for 1917, 13.6. The percentages among the whites

for 1913, 1914, 1915, and 1916.

factor in producing the high rate. The 1915 rates for the States and cities for which comparable statistics were secured were as follows:

Maryland:

White	2.4
Colored	20.7
Baltimore—	
White	3.1
Colored	24.5
Massachusetts ¹	2.3
Boston ¹	3.9

¹ For 1914.

Minnesota.....	2.0
Minneapolis.....	4.2
St. Paul.....	3.7
Missouri.....	2.1
Kansas City.....	6.1
St. Louis.....	3.7
Pennsylvania.....	2.0
Philadelphia.....	2.7
Rhode Island.....	1.5
Providence.....	2.1

Estimated number of illegitimate births.

Although the available statistics are meager, an attempt was made to approximate roughly the total number of illegitimate births in the United States each year. It was impracticable to arrive at such an estimate by the method based on the total number of live births in the United States, since incomplete birth registration makes it impossible to obtain, for the country as a whole, statistics having any degree of accuracy. Hence, the estimate was based on the number of single, widowed, and divorced women of child-bearing age. In the United States in 1915 the estimated number of single, widowed, and divorced white women 15 to 44 years of age was 8,769,000.¹ In the 16 States for which figures of illegitimate births were obtained the rate per 1,000 single, widowed, and divorced white women of child-bearing age may be estimated as at least 3.7.² Applying this ratio to the estimated population given above gives 32,400 as an estimated number of illegitimate white births in the United States each year. It must, of course, be remembered that this figure is an estimate based on only a part of the country; it is improbable, however, that the true figure is below it. Indeed it may safely be considered as a minimum estimate because of incompleteness of birth registration and erroneous registration of illegitimate as legitimate births.

Because of the recognized inadequacy of birth registration in a considerable part of the United States, another estimate was made based on data from States included in the birth-registration area in 1915. By the method described above the rate for white unmarried

¹ The number of single, widowed, and divorced white women 15 to 44 years of age on July 1, 1915, was estimated by projecting the annual increase in this group between 1900 and 1910, using the arithmetical method. Strictly speaking, the figures for "white women" refer to women of all races other than Negro. The figure 8,769,000 includes approximately 0.2 per cent of Indians, Chinese, and Japanese.

² The rate per 1,000 white and Negro women in the group specified, exclusive of the Negro women in two States, was found to be 4.2. (See Table V, p. 21.) The rate per 1,000 white women in this group can be found by assuming, in the absence, for most of the States, of illegitimate births classified by color, that the ratio between the white and Negro illegitimate birth rates was the same as that in the area of good birth registration, Maryland and Philadelphia combined, where illegitimate births are classified by color. (Maryland was not in the birth registration area in 1915 but was admitted in 1916.) Applying this ratio to the respective white and Negro populations in the group specified results in the figure of 3.7 for the white unmarried female population of child-bearing age.

women of childbearing age in these States may be estimated as 4.¹ This rate, applied to the number of single, widowed, and divorced white women of childbearing age in the United States, gives a total of 35,100 illegitimate white births. It must be borne in mind that States in the birth registration area have a disproportionate urban population among which the illegitimate birth rate is high. Nevertheless, this figure may be regarded as an understatement because of errors and omissions of registration of illegitimate births even in States included in the birth-registration area.²

¹ The rate per 1,000 white and Negro women in the group specified was 4.6; the correction has been made on the same basis as described in note 2, p. 26.

² A careful study of records of social agencies in Boston added one-eighth to the number of illegitimate births registered as such in the city. Similar estimates for Negroes would be subject to a much greater percentage of error than are estimates for whites, first, because of inadequate registration in areas where the Negro population is largest, and secondly, because of special conditions affecting Negroes. Such an estimate, if made, should of course be accompanied by a full discussion of the history of the problem and of the difficulties involved in setting up new standards of family morality in place of those existing under slavery conditions.

births for infants of illegitimate birth. During the year 1916 the infant mortality among babies of legitimate birth was reduced to 87, while the rate among babies of illegitimate birth was 183. In 1917 the rates showed an increase to 90 for children of legitimate birth and to 201 for those born out of wedlock. The registrar-general has persistently called attention to the meaning of these comparative infant mortality rates, and there is evidence that public opinion in England has been aroused to a realization of the necessity for correcting the existing conditions by providing through legislative action and constructive social measures better protection, support, and care for these infants.

In the Report on the Physical Welfare of Mothers and Children in Scotland Dr. W. Leslie Mackenzie, after discussing the difficulties surrounding unmarried mothers, says in regard to their children:¹

In many respects it is less difficult to make provision for the mothers than for the annual crop of 8,600 children. The mothers, however they are protected, can at least fight for their lives and often attain to a passable position. The newborn infant can do nothing for himself. He hangs on the breast of others. Within hours of his birth he may be taken from his mother's breast and put among those whose skill is often no substitute even for a mother's care. He may pass from hand to hand and from place to place. Besides the risks he has encountered in coming to birth, he encounters a thousand others that fall only to the children of the unmarried. Starting from the same line, he loses in the race with his legitimate brothers and sisters of his own. He has not sinned, but he comes short. That is the tragedy of the unmarried mother's child.

In New South Wales the infant mortality rate among children born out of wedlock in 1916 was 145.9, as against 63.9 for children of legitimate birth. For the years 1906-1915 the rate for the former was 145.9, and for the latter 68.1. In his report for 1917,² the President of the State Children Relief Board discusses the desirability of providing special homes for babies with mothers, both for the sake of the mother's training in infant care and of her moral development, and for the safeguarding of the life of the child during the most critical period of infancy. In the State of Victoria the difference between the mortality rate of infants born out of wedlock and those of legitimate birth is even greater than in New South Wales. The report of the Government statistician sums up the situation as follows:

¹ Report on the Physical Welfare of Mothers and Children, being Vol. III of Report on the Physical Welfare of Mothers and Children. The Carnegie United Kingdom Trust, London, 1918. p. 26.
² Report of the President, Alfred William Green, for the year 1917. Melbourne, 1918. pp. 349, 350.

On the average of the past eight years, 185 in every 1,000 illegitimate infants died within a year, as against 66 in every 1,000 legitimate children. It is thus seen that the chance of an illegitimate child dying before the age of 1 year is nearly three times that of the legitimate infant. * * * The rates for 1916 show that of every 1,000 children born out of wedlock 61.2 died from diarrheal diseases within a year as compared with 16.6 deaths per 1,000 legitimate infants from the same cause. Owing to a larger proportion of the former children being deprived of breast food, a higher mortality from these diseases might be expected among them than among legitimate infants, but the striking differences in the death rates from this cause and from the chief respiratory diseases would indicate considerable neglect in the rearing of illegitimate infants.

With the exception of full statistics for German cities, there is little information available in regard to the comparative mortality rates of children of illegitimate and of legitimate birth in cities. The figures for several German cities may be of especial interest in view of the efforts that are reported to have been made to reduce the mortality of children born out of wedlock.

TABLE IX.—*Infant mortality rates for legitimate and illegitimate births in five German cities of over 300,000 population, for specified periods.*

City.	Annual average number of deaths under 1 year per 1,000 live births.				Deaths under 1 year per 1,000 live births.			
	1904-1908 ^a		1909-1913		1904		1913	
	Illegitimate.	Legitimate.	Illegitimate.	Legitimate.	Illegitimate.	Legitimate.	Illegitimate.	Legitimate.
Berlin ^b	255.1	167.1	211.0	138.7	^c 285.6	^c 189.8	197.5	120.4
Dresden ^d	210.8	169.0	158.7	126.0	233.7	182.6	144.5	107.9
Frankfort on the Main ^e	304.8	123.8	^f 218.2	^f 100.7	335.0	133.0	^g 192.8	^g 85.9
Leipzig ^h	289.3	184.0	232.8	150.0	234.3	222.5	194.1	127.3
Munich ⁱ	222.5	205.3	169.7	158.4	230.8	228.4	146.9	134.9

^a Keller, Prof. Dr. Arthur, und Klumker, Chr. J.: Säuglingsfürsorge und Kinderschutz in den europäischen Staaten. I. Band. Erste Hälfte. "Deutschland," von Arthur Keller. Berlin, 1912. p. 105.

^b Figures for 1909-1913 and for the year 1913 derived from Statistisches Jahrbuch der Stadt Berlin. 32. Jahrgang—enthaltend die Statistik der Jahre 1908 bis 1911, sowie Teile von 1912. Statistisches Amt der Stadt Berlin, 1913. Gross Berlin, Statistische Monatsberichte. Statistisches Amt der Stadt Berlin, 1910, 1911, 1912, 1913. (Summary of deaths for 1910, 1911, 1912, in III. Jahrgang. 1912. Heft XII. p. 2.) Figures for 1905 derived from Statistisches Jahrbuch deutscher Städte. Vierzehnter Jahrgang. Statistisches Amt der Stadt Breslau. 1917. pp. 60-61.

^c Rates for 1905.

^d Figures for 1909-1913, and for the years 1904 and 1913, derived from Statistisches Jahrbuch der Stadt Dresden, 1909, p. 45; 1910, p. 11; 1911, p. 10; 1912, p. 10; Statistisches Amt der Stadt Dresden, 1910-1913. Monatsberichte des Statistischen Amtes der Stadt Dresden, 1904; 1913, p. 209.

^e Figures for the years 1904 and 1912 and for the period 1909-1912 derived from Statistisches Handbuch der Stadt Frankfurt am Main; Erste Ausgabe, enthaltend die Statistik bis zum Jahre 1905/06; Statistisches Amt; Frankfurt am Main, 1907; pp. 49, 55. Statistische Jahresübersichten der Stadt Frankfurt am Main; 4-7 Ergänzungshefte zum "Statistischen Handbuch der Stadt Frankfurt am Main. Erste Ausgabe." 1909/1910 and 1910/1911, pp. 13, 14; 1911/1912, pp. 27, 28; 1912/1913, pp. 13, 14. Statistisches Amt. Frankfurt am Main, 1910-1913.

^f Averages for 1909-1912.

^g Rates for 1912.

^h Figures for 1909-1913 and for the years 1904 and 1913 derived from Statistisches Jahrbuch der Stadt Leipzig. 2. Jahrgang. 1912. Statistisches Amt. Leipzig, 1914. pp. 43, 56. Statistisches Monatsberichte der Stadt Leipzig. V. Jahrgang. Jahresübersichten, 1913, p. 2. Statistisches Amt. Leipzig.

ⁱ Figures for the years 1904 and 1911, and for the period 1909-1911 derived from: Münchener Jahresübersichten für 1908. I. Teil. p. 6*; für 1911, p. 7. Statistisches Amt der Stadt München, 1909, 1913. Figures for 1912 and 1913 derived from Mataré, Frans: "Die Geburten und die Säuglingssterblichkeit in München während der Kriegsjahre, 1915, 1916 und 1917." Zeitschrift für Bevölkerungspolitik und Säuglingsfürsorge. Band 11 (Juni 1919), p. 10.

The figures in Table IX show a marked reduction in infant mortality both among children born in wedlock and among those of illegitimate birth. During the period 1904–1908 legitimate infant mortality rates in the five cities specified ranged from 123.8 to 205.3, while the rates for children of illegitimate birth ranged from 210.8 to 304.8. For the later period, 1909 to 1913, the mortality rates for infants born in wedlock ranged from 100.7 to 174.4, while for infants of illegitimate birth the rates ranged from 158.7 to 232.8. Figures for the first and last years of the ten-year period 1904–1913 indicate still more markedly the reduction that has taken place in infant mortality. In Frankfort on the Main the mortality rate for infants of legitimate birth was 133 in 1904; in 1912¹ the rate was 85.9. The mortality rate for infants of illegitimate birth in Frankfort on the Main was 335 in 1904 and 192.8 in 1912. In Leipzig the mortality rate for infants born in wedlock was 222.5 in 1904 and 127.3 in 1913; the rate for infants of illegitimate birth was 334.3 in 1904 and 194.1 in 1913.

The decline in mortality among infants of legitimate and of illegitimate birth was in approximately the same ratio, so that the relative differences between the mortality rates remained practically unchanged except in Frankfort on the Main where the relative difference between the mortality rates among infants of illegitimate and of legitimate birth was 2.5 in the period 1904–1908 and 2.2 in the subsequent period. The city of Munich showed the lowest relative difference between the rates for the two classes of infants—1.1 for both periods.

More recent figures for Leipzig show mortality rates for infants of illegitimate birth of 202 in 1914 and 174 in 1915, as compared with rates of 101 and 125, respectively, for infants born in wedlock.² In Munich the comparative rates for infants of illegitimate and of legitimate birth, respectively, for the period of 1914–1917 were as follows: 1914, 149.2 and 145.9; 1915, 156.2 and 145.9; 1916, 140.2 and 129.9; 1917, 166.1 and 132.1.³

The data would seem to refute the claims that have been made, for example, in regard to Leipzig,⁴ to the effect that infant mortality among infants born out of wedlock had been reduced below the rate among other infants. That the mortality of infants of illegitimate birth has been reduced in the cities specified in approximately the same proportion as the mortality among infants of more fortunate

¹ Figures for 1913 not available.

² Hanauer, Dr. W.: "Die Fürsorge für uneheliche Kinder und der Krieg." *Zeitschrift für Bevölkerungspolitik und Säuglingsfürsorge*. Band 10 (August, 1918), p. 205.

³ Mataré, Franz: "Die Geburten und die Säuglingssterblichkeit in München während der Kriegsjahre 1915, 1916 und 1917." *Zeitschrift für Bevölkerungspolitik und Säuglingsfürsorge*. Band 11 (Juni 1919), p. 10.

⁴ Gorst, Sir John E.: *The Children of the Nation*. London, 1906. p. 24.

circumstances, and that the reduction has been so considerable, does, however, show forcibly the effect of the special measures that have been undertaken under the guardianship system for the protection, through health supervision and otherwise, of all children born out of wedlock.

Also significant of the efforts to lower infant mortality in the cities included in Table IX is the fact that the infant mortality rates among children of illegitimate birth were lower in these cities than in the country as a whole. The infant mortality rate among children born out of wedlock was 256 for the German Empire during the period 1910-1914,¹ while the rates in the five cities ranged from 159 to 233 for the period 1909-1913. Among infants of legitimate birth, also, the infant mortality in the cities, with the exception of Munich, was lower than the rate for the country as a whole.

In England and Wales the infant mortality, both for children born in wedlock and for those of illegitimate birth, was considerably higher in urban than in rural districts. Table X shows the rates for the two periods, 1912-1914 and 1915-1917.

TABLE X.—Average infant mortality rates for legitimate and illegitimate births in urban and rural districts of England and Wales, 1912 to 1917.

Administrative area.	Annual average number of deaths under 1 year per 1,000 live births.					
	1912-1914 ^a			1915-1917 ^b		
	Illegitimate.	Legitimate.	Relative difference. ^c	Illegitimate.	Legitimate.	Relative difference. ^c
England and Wales.....	200.4	98.3	2.0	195.8	94.1	2.1
All urban districts.....	214.5	102.3	2.1	208.6	97.8	2.1
London.....	235.9	95.0	2.5	256.0	94.4	2.7
County boroughs.....	231.0	112.6	2.1	218.2	106.2	2.1
Other urban districts.....	190.6	94.9	2.0	182.0	90.4	2.0
Rural districts.....	149.6	81.5	1.8	148.2	78.9	1.9

^a Averages derived from yearly rates given in Seventy-fifth (1912), Seventy-sixth (1913), and Seventy-seventh (1914) Annual Reports of the Registrar-General of Births, Deaths, and Marriages in England and Wales. London, 1914-1916. pp. 75, 77.

^b Averages derived from yearly rates given in Seventy-eighth (1915), Seventy-ninth (1916), and Eightieth (1917) Annual Reports of the Registrar-General of Births, Deaths, and Marriages in England and Wales. London, 1917-1919. pp. 41, 43.

^c Rate in column 1 divided by rate in column 2.

During both periods the highest rates among infants born out of wedlock were in London, the mortality being lower in smaller towns than in large cities, and lowest of all in rural districts. Among infants born in wedlock the mortality rates followed the same general tendency, except that in London they were lower than in the county boroughs. The relative difference between the infant mortality

¹ See Table VIII, p. 28.

... among illegitimate of legitimate ... being 25 ... times as great ... rural than ... respectively, in ... in both

... comparative infant ... of legitimate birth

	Illegitimate	Legitimate
	Rate	Rate
-----	335.4	92.6
-----	11.1	67.7

... the rates in city ... among infants born ... among infants born in ... rural districts. It will ... higher than the rates ... 1910 to 1914.² ... the ratio of ... that among ... rural districts and lowest in ... infant mortality rates

	Illegitimate	Legitimate
	Rate	Rate
-----	Boys, 242	146
	Girls, 213	112
-----	Boys, 263	140
	Girls, 217	109
-----	Boys, 220	107
	Girls, 191	85

... the mortality rate among infants ... in 1909 was 144 in the city of Stockholm, as ... the entire country.⁴ The infant mortality rate ... legitimate birth during that year was 75 in ... the entire country. The infant mortality rate ... of wedlock was, therefore, both numerically

... and Klumker, Chr. J.: Säuglingsförsorge und Kinderschutz ... I Band. Erste Hälfte. "Norwegen," von Axel Johansson ... 569, 570.

... and Klumker, Chr. J.: Säuglingsförsorge und Kinderschutz ... I Band. Erste Hälfte. "Dänemark," von Axel Johansson ...

... Johansson. Berlin, 1912. p. 752.

and proportionally, lower outside Stockholm. The high infant mortality among children born out of wedlock in Stockholm, as well as in other large cities that are centers for care of the helpless, may be attributed largely to the high infant mortality in institutions.

Figures on comparative mortality rates among infants born out of wedlock are not obtainable for the United States as a whole or for any of the States. It is clear, however, that each year a considerable proportion of these infants die because of the especially hazardous conditions under which they come into the world. Neither State nor city departments of health nor bureaus of vital statistics have as yet recognized in their reports the importance of illegitimate birth as a factor in infant mortality. So far as could be discovered, the only published sources of information on mortality among infants born out of wedlock are the figures in the report of the Health Department of the City of Boston for the year 1915; similar data in earlier reports of the Newark, N. J., Health Department, and an analysis of mortality among infants of illegitimate birth in the 1913 report of the Health Officer of the District of Columbia, the figures covering the year 1912.

The alarming conditions that may be disclosed by analysis of infant mortality statistics in this country are indicated in the figures secured in a study of illegitimate births in Boston,¹ and the situation discovered in the study of infant mortality in Baltimore.² In Boston, it was found that in 1914 the infant mortality rate among children of legitimate birth was 95, while infants born out of wedlock died at the rate of 281 per 1,000; hence, the mortality rate among infants of illegitimate birth was 3 times as great as among infants born in wedlock. In Baltimore, white children of legitimate birth died at a rate of 95.9, while the infant mortality rate for white children of illegitimate birth was 315.5, or 3.3 times as great.

The 1913 report of the Health Officer of the District of Columbia showed infant mortality rates for the calendar year 1912 of 79.7 for white infants of legitimate birth and 302.7 for white infants born out of wedlock. The report calls attention to the difficulty involved in drawing trustworthy inferences from the records because of the incompleteness of registration of illegitimate births.³

¹ U. S. Children's Bureau: *Illegitimacy as a Child-Welfare Problem. Part 2: A study of original records in Boston and the State of Massachusetts*, by Emma O. Lundberg and Katharine F. Lenroot. *Dependent, Defective, and Delinquent Classes Series No. —, Bureau Publication No. —.* (In press.)

² Study by the U. S. Children's Bureau of infant mortality in Baltimore. (*In preparation.*)

³ Report of the Health Officer of the District of Columbia, 1913. Washington, 1914. pp. 12-13.

THE CHILD'S STATUS AND RIGHT TO SUPPORT,

The natural consequence of the legal recognition of the married state as a necessary ordinance for the future of the race and the upbringing of children was that children were placed in a different status according as they were born within or outside the legal relationship. The institution of private property and inheritance rights accounted in part for the prestige of the child born in wedlock, since descent on the father's side could be traced only for such children. When the religious element entered in as a means of building up and safeguarding the family relationship the mother of a child born outside marriage, and also the child, suffered not only economic disadvantages but were stigmatized by society. In an effort to stamp out infanticide by unmarried mothers, which was alarmingly prevalent because of the hardships they had to face, church and state sought to prevent illegitimacy by drastic means. Mothers of children of illegitimate birth were severely punished, and the children were treated with disdain and deprived of civil and ecclesiastical rights.

Extra-marital unions throughout civilized time have been held to be inimical to the interest of society and of the child born as a result of such relationships, and various penalties have been provided by modern law; but the social and legal theory has gradually developed that the children are innocent of wrongdoing, and that they are entitled to the benefits enjoyed by children of more fortunate birth. It is recognized that children born without the possibility of a normal home are likely to suffer special hardships, and that they must be protected with especial care from injurious influences.

Society early imposed upon the mother, as the child's natural caretaker, the duty of providing for its maintenance. The provision of the Napoleonic Code forbidding inquiry into paternity was until recent years the law in France and other Latin countries. Recognition of the father's responsibility is still partial and incomplete, but there is increasing agitation for placing all children in an equal status in relation to both parents. Where the parents can not or will not fulfill their duties, the interests of society demand that the State must render to the child the care and protection necessary to its proper development.

Legal provisions concerning the child born out of wedlock deal with the legal status of the child, the determination of paternity, and the method of securing support from the father. In addition there have been special measures enacted for the safeguarding by the State of children of illegitimate birth, by virtue of their status, and children born out of wedlock are very considerably affected by State laws for the protection of children who become dependent. These protective measures are included in the later discussion of care and guardianship.

American legislation¹ dealing with children of illegitimate birth was enacted at an early period and was based largely upon the English law. In England the child born out of wedlock is still, so far as property rights are concerned, *filius nullius*—the child of nobody. Under the poor law, however, the mother has been held responsible for the child's support, and under other legislation the father may be compelled to contribute.

In the United States the child of illegitimate birth has been practically legitimized with respect to the mother—the relation of the mother and child born out of wedlock approximating the relation of mother and lawful child. The most important change involved in accomplishing this has been with respect to inheritance. Under the laws of some of the States and, in the absence of a statute, under judicial decisions the mother is charged with the maintenance of her child of illegitimate birth, and under the desertion and nonsupport laws she may be prosecuted for neglect to support the child.

The full legal relation of parent and child is not commonly recognized as existing between the father and his child born out of wedlock, though there has recently been some advanced legislation dealing with this subject. The responsibility of the father is usually recognized by the laws relating to compulsory support, but most of the States recognize only a partial obligation of the father to support his child born out of wedlock. In 12 States² the desertion and nonsupport laws are made applicable to the child of illegitimate birth, to the end that the father may also be prosecuted for neglect

¹ For a detailed analysis of the legal status of the child of illegitimate birth, see U. S. Children's Bureau: *Illegitimacy Laws of the United States and Certain Foreign Countries*, by Ernst Freund. Legal Series No. 2, Bureau Publication No. 42. Washington, 1919.

² California: Penal Code 1915, sec. 270 as amended by Laws 1917 ch. 168; sec. 270b, 270d, 271, 271a, 273h. Colorado: Laws 1911 ch. 179 secs. 1-10. Delaware: Revised Code 1915 secs. 3034-3046, 3088. Massachusetts: Laws 1911 ch. 456, secs. 1-4; 5, 6 as amended by Laws 1918 ch. 257 secs. 453, 454; 7; 8 as amended by Laws 1912 ch. 310 (made applicable by Laws 1913 ch. 563 sec. 7). Minnesota: Laws 1917 ch. 213 (made applicable by Laws 1917 ch. 210). Nebraska: Revised Statutes 1913 secs. 8614-8616. Nevada: Revised Laws 1912 sec. 766. New Hampshire: Laws 1913 ch. 57 sec. 1. Ohio: General Code 1910, secs. 13008-13017; 13018 as amended by laws 1913 p. 913; 13019 as amended by Laws 1911 p. 115; 13020, 13021. Pennsylvania: Laws 1917, No. 145 secs. 1-3; No. 290 secs. 1-6. West Virginia: Laws 1917 ch. 51 secs. 1-9. Wisconsin: Statutes 1917 secs 4587c.1-4587c.6, 4587d.

to support it, presumably after paternity is established. The Minnesota law of 1917 makes the person adjudged father liable to all the obligations imposed by law upon the father of a child of legitimate birth, and the Massachusetts law of 1913 makes the father who neglects or refuses to contribute reasonably to the support of the child liable to all the penalties and orders provided in the case of legitimate parents. The law passed in North Dakota in 1917¹ goes further than any other in this country, declaring that every child is the "legitimate child" of its natural parents, and as such is entitled to support and education to the same extent as if he had been born in lawful wedlock. The child inherits from both parents and from their kindred. However, action to establish paternity must be brought by the mother within a year of the child's birth. In a few States a right of inheritance from the father follows upon adjudication of paternity. In other States inheritance from the father comes only upon acknowledgment or legitimation, while in almost half the States there is no provision for inheritance from the father.²

Recent social legislation in the United States has, specifically or by implication, included children of illegitimate birth within the scope of its provisions. One State, Nevada,³ includes children of illegitimate birth among those entitled to benefit under the workmen's compensation act. Eight States⁴ extend the act to acknowledged children of illegitimate birth; three,⁵ to children legitimized prior to the injury; and one⁶ includes children of illegitimate birth if they were a part of the decedent's household at the time of his death. In some other States the courts have held that children of illegitimate birth were entitled to benefit under the compensation act if they were being actually supported by the father as a member of his family at the time of his death.⁷

The tendency of the courts to hold that children born out of wedlock should not be made to suffer from the wrongdoing of their

¹ Laws 1917 ch. 70 secs. 1-4.

² For text of illegitimacy laws, see U. S. Children's Bureau: *Illegitimacy Laws of the United States and Certain Foreign Countries*, by Ernst Freund. Legal Series No. 2, Bureau Publication No. 42. Washington, 1919.

³ Laws of 1913 ch. 3, sec. 26 as amended by Laws 1917 ch. 233.

⁴ Idaho: Laws 1917 ch. 81 sec. 14; Indiana: Laws 1915 ch. 106 sec. 38; Kentucky: Laws 1916 ch. 33 sec. 14; Louisiana: Laws 1918 No. 38; New Mexico: Laws 1917 ch. 83 sec. 12 (j and k); New York: *Birdseye Consolidated Laws* (2d ed.) 1917 ch. 67 sec. 3; Virginia: Laws 1918 ch. 400 sec. 40; Vermont: *General Laws* 1917 sec. 5759.

⁵ Montana: Laws 1915 ch. 96 sec. 6p; Oregon: Laws 1913 ch. 112 sec. 14 as amended by Laws 1917 ch. 288; Washington: Laws 1917 ch. 120 sec. 1.

⁶ New Jersey: Laws 1911 ch. 95 sec. 12 as amended by Laws 1914 ch. 244.

⁷ Connecticut: *Pleclim v. Connecticut Light and Power Co.* (Apr. 16, 1919) 106 Atlantic 330.

Maine: *Scott's Case* (Nov. 12, 1918) 104 Atlantic 794.

Michigan: *Roberts et al v. Whaley et al* (June 2, 1916) 158 Northwestern 200.

parents is illustrated in the Connecticut decision. The court held as follows:

The children's position in that household was a very different one [from that of their mother]. They were not only innocent of their parents' wrongdoing, but their father, in caring for them, was acting in obedience to the mandate of the law. It was alike his moral and legal duty to maintain them. * * *

There is nothing in their own conduct that calls for punishment, and we are unable to discover how the cause of morality is to be advanced by the treatment of innocent children, although born of illicit relations, as so far outcasts from the social and legal pale that they are to be denied the benefit of those beneficial provisions which our law has adopted for the care, welfare, and maintenance of those who, helpless of themselves, are dependent * * * upon the labor of others engaged in industrial pursuits.

By the end of 1919, 39 States had adopted mothers' pension laws. Two of these States—Michigan and Nebraska—specifically make provision for aid to "unmarried mothers," while one State—Wisconsin—provides for a "mother without a husband." In Indiana, Maine, Massachusetts, New Hampshire, North Dakota, and Washington, where the law applies to any mother with dependent child or children, and in Colorado, where it is made applicable to "any parent or parents," it would seem possible to extend the benefits of such laws to the mother of a child of illegitimate birth; yet these States impose such restrictions as to character as may be interpreted to preclude such mothers.¹ In 29 States the benefits of the law extend only to mothers of children born in wedlock.

The Federal act providing for allotments, allowances, and compensation to dependents of soldiers and sailors includes children born out of wedlock among the beneficiaries, if support has been ordered by court or if the child has been acknowledged by the father.²

The determination of the paternity of children born out of wedlock is usually provided for only in connection with securing support from the father. This is due to the fact that the relation of the father to his child is generally limited to the one obligation—that of contributing to the child's maintenance. The importance of the determination of paternity in connection with birth registration has already been pointed out. Where rights of inheritance from and through the father are given children born out of wedlock the

¹ Colorado: Laws 1913 p. 694; Indiana: Laws 1915 ch. 95; Maine: Laws 1917 ch. 222 as amended by Laws 1919 ch. 17; Massachusetts: Laws 1913 ch. 763 sec. 104; Michigan: Compiled Laws 1915, sec. 2017; Nebraska: Laws 1919 ch. 221 sec. 2; New Hampshire: Laws 1915 ch. 132; North Dakota: Laws 1915 ch. 185; Washington: Laws 1915 ch. 135 as amended by Laws 1919 ch. 103; Wisconsin: Statutes 1917 sec. 573f.5 as amended by Laws 1919 ch. 251.

² 40 U. S. Statutes at Large (65th Congress), p. 404, sec. 205; p. 610, sec. 200.

establishment of paternity has still another value apart from that involved in the immediate need for support.¹

No one of the United States has made proceedings for establishing paternity compulsory in every case.² There is a strong feeling that a mother who does not need assistance from the father and who does not wish to disclose his identity should not be compelled to do so. On the other hand, the movement for complete birth registration including the names of both parents, as a matter of justice to the child and for more adequate protection of children handicapped by the circumstances of their birth, may result in more general requirements for the determination of fatherhood.

Legislation in the United States compelling the father to contribute to the support of his child born out of wedlock³ originated in the desire to protect the public from the necessity of supporting such children rather than from concern for their welfare. While this principle had been somewhat modified in favor of the mother and the child, few radical changes were made until recent years. Within the last decade there has been a marked change in social emphasis, the child's welfare being made the predominant consideration, accompanied by the recognition of the State's responsibility. Laws in accordance with this trend have already been enacted in some States, and in a number of others bills embodying radical changes have been given serious consideration.

The present law of Oregon⁴ is an illustration of a liberal type of provision for the child's maintenance, not yet very common in the United States. The law makes the father chargeable for the expenses incurred by a county or by the mother for the lying-in and attendance of the mother during her sickness and states that "the judgment of the court providing for the maintenance of such child by the father shall be in yearly sum not less than \$100 nor more than \$350 for the first two years, and not less than \$150 nor more than \$500 for each succeeding year until the child reaches the age of 14 years."

The laws of the Scandinavian countries relating to children born out of wedlock are recognized as setting standards in advance of those prevailing in most countries. The Norwegian law which became effective January 1, 1916, gives a child born out of wedlock the

¹ For a discussion of the value of an early adjudication of paternity see Hart, Hastings II.: The Registration of Illegitimate Births: a preventive of infant mortality. Department of Child-Helping, Russell Sage Foundation, New York City, March, 1916.

² The laws of five States—New Jersey, New York, North Carolina, South Carolina, and Tennessee—contain provisions requiring the mother, under penalty, to disclose the name of the father in cases in which the child is likely to become a public charge.

³ For a detailed discussion of support provisions, see U. S. Children's Bureau: Illegitimacy Laws of the United States and Certain Foreign Countries, by Ernst Freund. Legal Series No. 2, Bureau Publication No. 42. Washington, 1919.

⁴ Laws 1917 ch. 48 sec. 5.

same right of inheritance that is given a child of legitimate birth. The responsibility for maintenance is placed upon both parents in accordance with the economic status of the one most favorably situated.¹ The law requires the compulsory reporting of pregnancy by the physician or midwife consulted and of the birth of a child out of wedlock by the physician or midwife or by the mother. Upon receipt of the notice the local police authority reports to the superior magistrate, who issues a citation upon the man named as father. If the alleged father does not admit paternity, he must make application for an action of paternity or else be held liable as the father.

The Swedish law² which went into effect January 1, 1918, gives no right of inheritance from the father except in the case of "betrothal children," but places the responsibility for support on both parents. The economic circumstances of both are to be taken into account. The mother is given the custody and legal guardianship of the child, unless otherwise ordained by the court. The parent not having the care of the child is to meet the expenses of his maintenance. A woman with child out of wedlock must report her condition to the "guardian official" of the parish or to the person commissioned by him. Immediately upon receipt of such report or of information that a child has been born out of wedlock, the guardian official must designate a suitable man or woman as guardian of the child. It is made the duty of the guardian to assist the mother with counsel and information, and to see that the child's rights and welfare are properly safeguarded. It is especially incumbent upon him to see that steps are taken immediately for the determination of paternity and status and for insuring the child's support. In the trial the burden of proof is on the complainant, and not on the alleged father, as in Norway, unless formal acknowledgment of paternity has been made previously. The guardian is to assist in fixing the amount of support and in securing payments.

The Minnesota law of 1917 is the most practical and far-reaching yet enacted in the United States, and embodies in large part the features of the best foreign laws, in so far as they were considered applicable to conditions in this country. It includes an emphatic declaration of the State's responsibility for the welfare of children born out of wedlock.³

This chapter shall be liberally construed with a view to effecting its purpose, which is primarily to safeguard the interest of illegitimate children and secure for them the nearest possible approximation to the care, support,

¹ U. S. Children's Bureau: Norwegian Laws Concerning Illegitimate Children: Introduction and translation by Leifur Magnusson. Legal Series No. 1, Bureau Publication No. 31. Washington, 1918.

² Svensk Författningssamling. 1917. N:r. 376. Lag om barn utom äktenskap: given Stockholms slott den 14 juni 1917.

³ Laws 1917 ch. 210 amending General Statutes 1913 by adding sec. 3225(d).

and education that they would be entitled to receive if born of lawful marriage, which purpose is hereby acknowledged and declared to be the duty of the State.

In accordance with the authority given under the law, the State Board of Control of Minnesota on October 19, 1918, adopted the following "Resolution governing the policy of the state board of control in illegitimacy proceedings":

Whereas chapter 194 of the General Laws of 1917 places certain responsibilities upon the State Board of Control for the protection of illegitimate children, and

Whereas chapter 210 of the General Laws of 1917 provides that the father of an illegitimate child shall be subject to the same responsibility as though the child were born to him in lawful wedlock: Now, therefore, be it

Resolved, That the following statement of policy shall be adopted by the State Board of Control in making provision for the care and education of illegitimate children:

1. The State Board of Control will not be a party to any agreement for the mere purpose of releasing an action begun or threatened, by the payment of a small sum of money. There must be an admission of paternity and an agreement to assume full paternal responsibility. If the defendant or the prospective defendant denies his paternity, his remedy lies in a proper defense at the hearing in court, which hearings should always be held in private for the protection of all persons concerned.

2. The State Board of Control does not regard any man as wronged who has had relations with a girl at a time when he could be the father of a child born to her, if he is made to bear the paternal responsibility, even though other men have had relations with the girl at or about the same time. In such cases if the defendant refuses to assume responsibility, the interests of the child demand that a jury shall pass upon the question of paternity. Under such conditions the defendant will have full opportunity to establish his defense.

3. Because of the very large death rate among children born out of wedlock, the State Board of Control has ruled that such children must be nursed by their mothers for a period of at least three months, and as long thereafter as possible. There are properly equipped hospitals in the Twin Cities which will receive women for this full term of maternity care and afford the mother and child full protection as well as aid and assistance at a reasonable cost. The board has licensed a number of such hospitals and will furnish a list on application.

4. In making settlements, full consideration should be given to the circumstances of the defendant; but the standard should be that care which he would be able to give his children born in lawful wedlock. An infant can not be maintained properly on much less than \$20 a month, and the cost increases as the infant grows older.

5. If a lump-sum settlement is desired, the entire amount may be deposited with the State Board of Control as trustee, and any unexpended surplus returned, should the child die. A minimum lump-sum settlement should be in the neighborhood of \$3,000.

6. The question of adopting the child out with an approved family must abide the circumstances of the case. Adoption can not be considered until after the nursing period, and then only if it seems necessary under all the circumstances.

7. All matters relating to illegitimacy should be treated confidentially, and all parties should be protected from unnecessary publicity. The child's interest is in all cases paramount.



PROTECTION AND GUARDIANSHIP.

THE BEGINNINGS OF CARE.

The earliest provisions for the care of children who had been abandoned was occasioned by the prevalence of infanticide. Because of social disorder and hardship, infanticide by exposure was of frequent occurrence in ancient times. Evidence indicates that much of this early abandonment of children may be attributed to the difficulties experienced by unmarried mothers. In an effort to prevent deaths resulting from exposure of infants, the church early took steps for rescuing and caring for children left at the church doors. Foundling hospitals appear to have been established in Italy as early as the sixth century. In the Middle Ages foundling hospitals existed in all the large cities of western Europe. An institution which is considered the origin of the modern foundling asylum was established by St. Vincent de Paul, in 1638, for the foundlings of Paris. The first tour¹ reported was that in the hospital built in Rome at the end of the twelfth century by Pope Innocent the Third, at the entrance of which was placed a cradle where a child could be deposited secretly. The custom has continued to this day in Italy, and also in Spain and in Portugal. The tours were officially introduced into France in 1811, in order to combat the increasing prevalence of infanticide. Their establishment was, strangely enough, coincident with the first decree relating to the establishment of the Assistance Publique. They were abolished in France in 1862, after it became evident that this supposed preventive of infant deaths in reality resulted in the death of an alarming proportion of the abandoned children. In Belgium, as in France, tours were introduced in 1811; they were eliminated in 1860.

Although foundling asylums were early condemned in France, it was not until 1904 that this system was largely displaced through the granting of aid to mothers in order that they might care for their children; and the development of the principle that all children

¹ The tour, or turn-box, was usually a box, one side of which is left open, fixed in a revolving cylinder in the outer wall of the foundling hospital. Anyone wishing to leave a child placed it in the receptacle, ringing a bell and going away unseen, while the hospital attendant, from within, turned the box and received the infant.

less than 13 years of age under the guardianship of the State, whose physical and mental condition makes it desirable, must be boarded out in country districts. In Germany foundling asylums were early abolished. Abandoned children are cared for directly by the local authorities, being boarded out or placed in institutions. In Italy foundling asylums have continued. In Austria the foundling hospitals are local public institutions. Here the development has been toward providing home care. If the mother comes to the hospital with the child, she may remain four months as a nurse. When a child is two months old he is sent from the foundling hospital to a home that has been certified. An allowance is paid to the foster family, and the care is supervised by a medical officer. The founder of the Foundling Hospital of London, incorporated in 1739, stated that its object was "to prevent the frequent murders of poor miserable children at their birth, and to suppress the inhuman custom of exposing newborn infants to perish in the streets."¹ Public funds were provided for the extension of this care, and local receiving hospitals were established, until the evils connected with the system became so serious that the House of Commons withdrew its support. Regulations were made by which children may be received have a limit on the number cared for annually. The children must be born to married mothers. As soon as possible after birth they are sent to homes in the country, there to remain until they are four or five years old. At 14 the boys are apprenticed to trades for seven years, and at 16 the girls are placed in service for four years.

In the United States foundling asylums are still common in the South, the majority of the children received being infants. The principal object of these institutions is to keep the mother with the child until the first months of life. The mothers who enter the institutions are treated as wet nurses to infants who have been abandoned. The children are given for adoption or otherwise, but the care of these hospitals, often with very inadequate resources, is hampered by the absence of records in regard to the children, and the indiscriminate reception of children as very serious evils. In the present day the existence of these asylums is an anomaly. Studies of the children who are received in these institutions have revealed a high percentage of illegitimacy. It is a hopeful sign that the institutions themselves are beginning to work out the causes and meaning of the high percentage of illegitimacy which is their charge.

MATERNITY CARE AND ASSISTANCE TO MOTHER AND CHILD.

Of more recent origin, and indicating a better appreciation of the principles of child welfare, are the maternity homes and similar institutions providing not only maternity care but also giving the mother necessary attention and assistance for a period preceding the birth of the child, keeping the mother and child during a considerable portion of the nursing period, and giving advice and supervision after discharge from the home in an effort to keep mother and child together. Numerous homes of this character have been established in the larger cities of the United States, either as adjuncts of hospitals or as independent institutions. Homes that are the outgrowth of two nation-wide organizations, the Florence Crittenton Missions and the Salvation Army Maternity Homes, are to be found in a large number of cities. Care is given for a period preceding confinement, and the mothers and their children are kept for a considerable period of time. There are many other institutions established for a similar purpose.

In addition to this type of care, certain agencies give special attention to work with unmarried mothers and their children, assisting the mother to find a home and to care for her child, and securing employment for the mother where she can keep her child with her. An agency that was engaged in this work for mothers and infants for 40 years gives the following among the important factors in successful work with these cases:¹

Careful study of the patient, her family, heredity, previous employment, physical condition, her own needs and desires.

The elimination of feeble-minded women or those unfit in any way to care for the child.

Cooperation with other societies in regard to these latter cases.

Following up the case so that we know exactly what becomes of the patient and her infant. To safeguard the child at this period is a necessity, and we are obliged to watch it most constantly and carefully. Without this supervision it would in many cases not survive at all.

In England private effort is at the present time being directed toward the provision of care and training for the mothers before and after confinement, and the founding of hostels where they may board, going daily to work and tending their babies at night. It is recognized that in almost every case of illegitimacy the mother is in need of some assistance, and that each infant needs to be carefully watched. The announced program of the recently organized National Council for the Unmarried Mother and Her Child² indicates that the estab-

¹ Clarke, Lillian Freeman: *The Story of an Invisible Institution: forty years' work for mothers and infants.* [The Society for Helping Destitute Mothers and Infants, Boston.] Part IV, pp. 10-11. Boston, 1918.

² Report of National Council for the Unmarried Mother and Her Child. London, 1919.

lishment of hostels for the care of mothers and infants is one of the important measures advocated for the reduction of the high death rate among infants of illegitimate birth.

The system of home visiting for the purpose of following up registered births and giving assistance to mother and infant where needed is in use in a number of cities of the United States. Because of the difficulties involved it has not always been found practicable to include the illegitimate births in this home visiting, and the high mortality rate among these infants is therefore not affected. In England the inclusion of infants of illegitimate birth is apparently a recognized part of the working of the notification of births (extension) act, which was passed in 1915. The following statement by Dr. Leslie describes the method in a city which he says may be taken as an example of efficient work under this act:¹

Huddersfield is a town of 100,000 inhabitants and was one of the first to adopt the Notification of Births Act: 95 per cent of the births are notified to the Medical Officer of Health within forty-eight hours, and women doctors visit the homes with the utmost possible dispatch. Notifications are sent every Monday to the voluntary lady health visitors, who visit the homes and report on the conditions present. If a baby does not thrive, and is not already under medical care, the fact is at once reported to the Medical Officer of Health, who immediately takes action. The result has been an enormous reduction of infant mortality in that city.

In the 1915-16 report of the Local Government Board of England and Wales, Sir Arthur Newsholme, after calling attention to the high mortality rate among infants of illegitimate birth, points out the great need for increased supervision of the welfare of these children:²

The aim should be, whenever practicable, to prevent the separation of the mother from her infant during the first year after birth. This has important moral value as well as value in securing continued parental care. There is large scope for increased voluntary work in this connection. Institutions for the reception of infants, especially of illegitimate infants, generally experience a very heavy death rate. A system of home visiting of the mothers or foster-mothers, adequately supervised, in most instances is preferable to such institutions.

The effect of war conditions in emphasizing the importance of public protection of infancy is seen in France in the order of 1916,³ by which the Assistance Publique of the Department of the Seine was empowered to grant assistance to mothers until the children

¹ Leslie, R. Murray, M. D.: "Infant welfare in war time." *The Child*, Vol. VI (October, 1915), p. 13. London.

² Forty-fifth Annual Report of the Local Government Board (England and Wales), 1915-16. Supplement in continuance of the report of the medical officer of the board for 1915-16, containing a report on child mortality at ages 0-5. In England and Wales. London, 1916. pp. 93, 94.

³ Raimondi, R., M. D.: "Four years of infant welfare work during war time in France." *Maternity and Child Welfare*, Vol. II (September, 1918), p. 305. London.

had reached three years of age, instead of two years, as formerly. In the very month the war began, this assistance had been raised from 20 francs to 30 francs a month. Since April, 1918, in the Department of the Seine, mothers who nurse their babies have been granted a premium for breast feeding, amounting to 200 francs a year.¹ The payments are made quarterly by women visitors of the Assistance Publique after a doctor has certified that the mother breast feeds the infant. For mothers who do not breast feed their babies, a bonus is given for regular attendance at the infant consultations and is paid to the mothers when the child is a year old.

The awakening to the importance of the protection of infancy that came as a result of war conditions is reflected in a report made by the committee on public health of the Italian Commission for the Study of Measures Necessary for the Period of Transition from War to Peace.² The report urged the need not only "to improve, coordinate, and develop the already existing provisions for the benefit of mothers and children, and to give a permanent character to the temporary measures brought about by the war, but also, upon completion of the urgent government work, to take new and energetic measures for the purpose of making secure the lives of the mothers and children of Italy."

As one of the fundamental concepts to which laws intended for the protection of childhood should conform, the committee specifies that the work of assistance and social provision should apply equally to all mothers and children needing material and moral aid, and that "the old, confusing, and obnoxious classifications of abandoned, mistreated, natural, legitimate, illegitimate, adulterine" children and mothers should be abolished. The enactment of a law on inquiry into paternity is considered essential to the protection contemplated.

The committee recommends that legislative reforms begin with the foundling asylums, and that these asylums require all mothers, whether married or not, to nurse their own children for one year, except those absolutely unable to do so. The mothers are to be given the choice either of a monthly allowance paid by the foundling asylums, or of maintenance with their children in the asylums, which in such cases shall be called "mothers' asylums." The committee further recommends that the "immoral and criminal methods of admission of children to foundling asylums, such as reception rooms, turn-boxes, and direct admission without documents" be abolished.

¹ *Revue Philanthropique*, Tome XXXIX (Avril 1918), p. 187. Paris.

² Tropeano, Prof. Giuseppe: "Assistenza e Previdenza Sociale per la Maternità e per l'Infanzia" [Social assistance and provision for motherhood and childhood]. *Rassegna della Previdenza Sociale*, gennaio, 1919, pp. 54-63.

In planning the needed reorganization of foundling asylums, it is proposed that the children of unmarried adult women should not be admitted to foundling asylums even after the first year of nursing, but that instead adult mothers under 30 years of age should receive nursing pay and a premium for having recognized the child, and that those over 30 should receive nursing pay or should simply be admitted to institutions giving assistance to mothers. The children of mothers under the age of majority may be admitted under certain conditions. It is recommended that all communes having foundling asylums or reception houses establish instead centers of free assistance to children.

With similar concern for the protection of infancy, a law recently placed on the statute books of the State of Maryland¹ forbids the separation of mother and child within six months after the child's birth, unless authorities specified certify that the physical condition of the mother makes it impossible for her to care for her child. Provision of funds for maintenance that will enable her to do this is left to private effort. It is significant that the mothers' pension law of Maryland passed in 1916 by inference excludes unmarried mothers from the benefits of the act.² A North Carolina law enacted in 1917 also prohibits the separation of a child under six months of age from its mother or the surrender of the child by the mother, unless consent has been obtained from the clerk of the superior court and the county health officer.³ This State, by the end of 1918, had not passed a mothers' pension law.

In Minnesota, joint resolutions by the State board of control and the State board of health⁴ similarly forbid the removal of infants from their mothers:

Whereas the death rate of infants under one year of age is considerably higher among those infants who are artificially fed:

Whereas the health and well-being of infants under one year of age is dependent in large measure upon proper nursing at the breast by the mother: Now, therefore, be it

Resolved, By the State Board of Health and by the State Board of Control that no patient shall be received by any person or at any hospital or institution licensed by or under the supervision of either of said boards on any basis other than that the mother shall nurse her own child so long as she shall remain under the care of said person, hospital, or institution.

Provided, That where nursing by the mother is impossible for any physical reason, exception to the above rule may be made by the State board of health, or by the State board of control acting upon proper medical advice.

¹ Laws 1916, ch. 210, amending Annotated Code of the Public General Laws, vol. 3 (1914), art. 27, by adding secs. 484-488. North Dakota in 1919 passed a law (Laws 1919 ch. 77) practically identical with that of Maryland.

² Laws 1916, ch. 670.

³ Laws 1917, ch. 59.

⁴ Adopted by the State Board of Control July 19, 1918, and by the State Board of Health July 31, 1918.

These regulations undoubtedly are designed primarily to counteract the practice of certain institutions of parting mother and child within a short time after birth, with the resulting high mortality attributable to lack of proper food and care. It is evident that no such restriction can be enforced arbitrarily, and each of the regulations cited makes allowance for consideration of individual circumstances. It is also clear that a measure of this kind, in order to bring the benefit intended, must carry with it adequate provision for assistance to mothers who without such aid would be unable to care for their children.

CARE OF CHILDREN IN INSTITUTIONS AND FAMILY HOMES.

For children who have been deprived of normal homes, care and upbringing must be provided by public or private institutions or agencies. Various types of institutions and agencies for the care of orphan and destitute children meet with the problem of the child born out of wedlock. In some cases such children represent only a minority of the total under care, while in others most of the wards are children born out of wedlock.

In the modern development of the foundling hospital, children are kept in the institution only until a home can be found for them. They return to the hospital only when in need of medical treatment or pending placement in a new home. If they are in poor physical condition when received, they are not boarded out until their condition has been remedied. The hospital is the center of supervision for the children boarded out by it.

Orphanages and schools for dependent children vary from poorly equipped congregate institutions to institutions which provide the highest grade of training and also afford an approximation of home life through the plan of caring for the children in small groups. Some of these institutions keep each child for a period of time and then find free homes for as many of their charges as possible. Others keep the children until they are of an age to be self-supporting, having given them a well-rounded education, particularly along vocational lines.

There has been in the United States a rapid development of societies whose function it is to supply family care for children who have been deprived of their homes or who have never had homes of their own. Methods of receiving and placing children differ with the various societies, and not all hold to the recognized standards. Some of these agencies place children only in homes where they are taken free of charge, and into which they are sometimes legally adopted. Other agencies use boarding homes to a large extent, pay-

ing stipulated amounts for the care of the children. Although there has been considerable controversy as to whether the institution or the family home is the better adapted to the care of dependent children, the present tendency is more and more toward placing normal children in family homes, especially those who must remain permanently under the care of others than their own relatives. The White House Conference on the Care of Dependent Children, comprising representatives of the leading religious bodies and men and women actively engaged in child-caring work, indorsed the use of carefully selected family homes for normal children who must be removed from their own homes, or who have no homes.¹

PUBLIC SUPERVISION AND CARE.

The history of the child-welfare movement shows that the State has become increasingly active in taking measures to protect children who are not given the necessary care by their parents. Measures providing for the care of infants born out of wedlock are probably responsible for many of the beginnings of general infant-welfare work. State protection or guardianship over children of illegitimate birth has been undertaken, either directly by virtue of their status, or indirectly through supervision over agencies and institutions caring for dependent children and over homes in which such children are placed.

In Norway, the State holds that the mother and child must be protected and sets in motion its machinery to the end that the necessary attention shall be given the mother before and during her confinement, and support secured for the maintenance of the child. If this support can not be secured from the father, the State supplies assistance, making especial provision for maternal care.

In Sweden the guardian appointed for every child born out of wedlock for the protection of the child's rights and welfare, besides seeing that steps are taken for the determination of paternity and the securing of support, assists in the collecting and managing of the support payments, and when necessary may make application for the appointment of a trustee of the child's property. The guardian represents the child in court and may call upon the police authorities to make the preliminary investigations and assist in the enforcement of support payments. The guardianship remains in force until

¹ Proceedings of the Conference on the Care of Dependent Children, held at Washington, D. C., Jan. 25, 26, 1909. Government Printing Office, Washington, 1909.

See also U. S. Children's Bureau: Minimum Standards for Child Welfare Adopted by the Washington and Regional Conference on Child Welfare, 1919. Conference Series No. 2, Bureau Publication No. 62. Washington, 1919.

² U. S. Children's Bureau: Norwegian Laws Concerning Illegitimate Children: Introduction and translation by Lellur Magnusson. Legal Series No. 1, Bureau Publication No. 31. Washington, 1918.

the child is 18 years of age, unless terminated by the guardian official who has supervision over the guardian's activities and may, if occasion arises, relieve him and appoint a new guardian. If the mother changes her residence the transfer of guardianship is provided for. The law authorizes the reimbursement of guardians.¹

In Germany a movement to secure the appointment of public guardians for dependent children was begun in 1886. A national society, entitled "Deutsche Gesellschaft für Berufsvormundschaft," was organized for the extension of this system. A Federal law of the German Empire was secured, providing for the appointment of public guardians whose duty it was to see that the laws with regard to dependent children were strictly enforced and that they received the benefit from money allotted for their maintenance. The methods differ in various States and cities, but children of illegitimate birth are usually included under the guardianship more generally than other children. In some States and cities only children maintained by public funds are placed under guardianship, other States extending the supervision to all children born out of wedlock, whether or not supported by public funds. Leipzig was the first city to institute a system by which doctors and nurses were appointed and paid to supervise the care of all children born out of wedlock. Similar measures were later taken in other large cities.² Statistics of the guardians' court of Leipzig for the years 1911-1913³ show that in 1913 there were 10,188 wards of the court who were of illegitimate birth. Of these in 1913, 1,382 were under 1 year; 1,113, 1 year; 3,078, 2 to 5 years; 3,893, 6 to 13 years; 524, 14 to 16 years; and 198, 17 to 20 years. In comparison, only 528 children born in wedlock were under guardianship in 1913.

One of the chief functions of the public guardian is to secure support from the father. This is accomplished in a considerable percentage of cases. As soon as an illegitimate birth is registered it is reported to the public guardian. In many cities supervision and medical and nursing care, at first provided only for particular classes of children, have been extended to cover all children born out of wedlock. Early in the year 1918 it was reported that an important extension had been made in the work of public guardianship in Berlin and over 200 other large cities, through raising the age of guardianship for children of illegitimate birth from 6 years to 14 years, and in a number of cities to 21 years.⁴ It was pointed

¹ Svensk Författningssamling. N:r. 376. Lag om barn utom äktenskap; given Stockholms slott den 14 juni 1917. Secs. 13, 15, 16, 17.

² Infant Welfare in Germany during the War. Report prepared in the Intelligence Department of the Local Government Board (England and Wales). London, 1918. p. 22.

³ Schöne, Dr. Walter: "Die Leipziger Mündelstatistik." Zentralblatt für Vormundschafswesen, Jugendgerichte und Fürsorgeerziehung. VII. Jahrgang (25. Januar. 1916). pp. 229-231.

⁴ Vorwärts, 3 Jan. 1918.

out as an explanation of this measure that guardianship by the city until the age of 6 had resulted in considerable advantages to the children which should be assured after the age of 6—even greater protection being needed after than before that age. The willingness of the father to pay for the child's support often disappears as the child grows older. Also the care of the child's health and the general supervision exercised by the guardian must be continued in order to safeguard him from physical, moral, and mental harm, help being particularly needed when the child faces the choice of a vocation and should have aid in finding apprenticeship or training.

A number of guardianship committees in Austria-Hungary and Switzerland were affiliated with the German society for the extension of public guardianship. Indicative of the emphasis on child welfare that resulted from war conditions, an imperial order was issued in Austria, October 12, 1914,¹ establishing an office called "over-guardian." Regulations of June 24, 1916, provide that ²—

In compliance with the recommendation made by a community or other corporate body establishing the office of "over-guardian" the president of the provincial or district court may order, in agreement with the political authorities, that the over-guardian permanently assume the guardianship of all or of certain groups of illegitimate children in the district, who have no legal representative.

* * * The over-guardian may be charged with certain specific rights and duties of a guardian, such as supervision of the child, collection of money paid for the child's support; also investigation of conditions among relatives, and with similar duties of a legal representative.

In February, 1919, the Provisional National Assembly of Austria passed a law bringing under the supervision of the State all children born out of wedlock, whether or not in the care of their natural parents. The law also applies to children of legitimate birth cared for by others than their parents. The supervision is placed in the public guardianship offices or in special offices created for the purpose. Reporting is required within 3 days after the reception of a child or within 11 days after the birth of a child out of wedlock. The children continue under supervision until the age of 14 years.³

The law of France providing for the protection of children by the department of public assistance⁴ does not specifically include as wards of the department children born out of wedlock except as they

¹ Reichsgesetzblatt für die im Reichsrat vertretenen Königreiche und Länder. Jahrgang 1914. Nr. 276. pp. 1122 ff. Wien, 1914.

² Soziale Rundschau, XVII. Jahrgang (Juli-August 1916), II. Teil. Nr. 9. pp. 93-96. Regulation of June 24, 1916, for the administration of the order of Oct. 12, 1914, establishing the office of over-guardian.

³ Zampis, Dr. Ernst: "Der Schutz der Ziehkinder und unehelichen Kinder." Zeitschrift für Kinderschutz und Jugendfürsorge. XI. Jahrgang (Juli 1919). pp. 153-159.

⁴ Law of June 27, 1904, on assistance to dependent children. Bulletin des Lois, 1904. No. 2575.

come under the definition of "assisted children." These comprise:

1. Children whose mothers can not maintain or educate them owing to insufficient means, and for whom temporary aid is granted to prevent their becoming neglected.
2. Children in public institutions, admitted temporarily because lacking means of support owing to the presence in a hospital or in a house of detention of the father, mother, or grandparents.
3. Children whose custody has been intrusted to the department of public assistance by the courts.
4. Children placed under the guardianship of the department and called wards of public assistance, comprising foundlings, children who have been neglected, poor orphans, ill-treated children, and deserted or morally neglected children.

It is evident that there are included under this guardianship large numbers of children born out of wedlock. Special provision is made for receiving such children as wards of the department, under official secrecy, in depots provided for the purpose. In these cases, however, the person presenting the child is informed that the mother, if she keeps the child, may receive the assistance provided under the law and immediate aid if necessary. This aid is granted in order to allow a poor mother to keep and maintain her child or place him with a nurse. The amount and condition of relief are determined by the general council, and assistance may be suspended if the mother ceases to give, or cause to be given, the care necessary for her child.

In England the reports of the registrar-general and of the local government board, as well as the discussions of voluntary organizations, have continually emphasized the need for increased supervision of infants born out of wedlock, particularly because of its importance in decreasing the disproportionately high mortality among these children. The following recommendations are made in the last annual report of the local government board:¹

(1) Whenever practicable the mother and the child must be kept together—the mother, if possible, undertaking the care of the child.

(2) If it is not feasible to keep mother and infant together, carefully selected foster mothers should be paid an adequate sum to cover the careful maintenance of the infant, supplementing what the mother can pay for this purpose.

(3) When such foster mothers are employed, it should be a condition of their employment that they register any change of address with the medical officer of health and that they take the infant for inspection periodically to the nearest child-welfare center. In addition, fairly frequent visits by health visitors should be organized.

(4) Unless this is unavoidable, it is not desirable to collect a considerable number of illegitimate or other infants under six months of age in an institution. When this becomes necessary, the most rigid hygienic precautions are needed if excessive mortality is to be avoided.

¹ Forty-seventh Annual Report of the Local Government Board (England and Wales), 1917-18. Supplement containing the report of the Medical Officer for 1917-18, pp. xxxi-xxxii. London, 1918.

(5) If such an institution is necessary, the mothers should, whenever this is practicable, live with their children, possibly going out to work during the day and returning at night.

Two measures that mark an era in child-welfare legislation were passed by France and Italy while these countries were in the midst of the world war. The French law creating the "wards of the nation"¹ and the Italian "war orphan" law² were both enacted in July, 1917. They are drawn along very similar lines. France adopts as wards of the nation children who have been deprived of their natural guardians as a result of the war. Italy, though not declaring the children adopted by the nation, assumes their protection and assistance. Coupled with the assertion of the State's ultimate responsibility for the welfare of these children, is a recognition of the rights of the family and the desirability of conserving family ties wherever possible.

Children who in consequence of the war have lost father, mother, or other person who was their chief support, and those children whose parent or other guardian, as a result of the war, has become incapacitated from earning a livelihood, are taken under the protection of the State. The French law specifies that the incapacity for work on the part of the parent or guardian may be total or partial. The State's responsibility, in both countries, continues during the child's minority. The Italian law covers also persons of any age handicapped by mental incompetence. Children of illegitimate birth are included among those benefiting by the law, in France by implication and in Italy by specific definition.

The administration of the law is placed in both countries in the hands of national, provincial, and local organizations created for the purpose. Existing agencies and institutions for the care and education of children are recognized and utilized, their activities in behalf of children covered by the law being carefully supervised. The responsibility of the State for the material support, education, and moral upbringing of its wards is emphasized over and over again. In both countries material aid is granted in cases where the family income is insufficient, the laws providing that the children shall, as far as possible, be brought up in their own homes. These acts are a recognition of the obligation of the State to secure for every child, regardless of his status, the opportunity for normal development through giving him home care or, if that is impossible, through supervision of institutional care, safeguarding his health and moral development and providing him with educational advantages.

¹ Law of July 27, 1917, establishing the "wards of the nation." *Journal Officiel*, 29 juillet 1917. Paris.

² Law No. 1143, July 18, 1917, for the protection and assistance of war orphans. *Gazzetta Ufficiale*, 27 luglio, 1917.

In the United States, with the exception of Minnesota, the supervision or guardianship of the State over children born out of wedlock occurs as an incidental feature of State control or supervision over agencies or institutions caring for dependent children and over homes in which such children are placed. In many States the law provides that the State board of charities or similar body shall inspect and license maternity boarding homes and lying-in hospitals, usually requiring approval of health conditions by the State or local board of health. Institutions caring for or placing out children are subject to State supervision. In many States all institutions or associations, whether public or private, which receive or care for children must report to the State board, and are investigated periodically. In Minnesota and in New Jersey the State board has general supervision over all children who are placed in family homes. Agencies placing children in foster homes must notify the board, and the homes are visited by agents of the State board, which may order the transfer of a child if the home is unsuitable. In Massachusetts the board must receive notice within two days of the reception of an infant under 2 years of age by any person not related by blood or marriage, also of the reception of such an infant for the purpose of adoption or procuring a home, and of discharge.

Provisions for State supervision relating specifically to children born out of wedlock are less common. The laws of Massachusetts require that any person receiving a child under 3 years of age, if he has reason to believe him to have been born out of wedlock, must notify the State board of charity, which has powers of inspection and removal. The board may receive from the mother, for the purpose of placing for adoption, a child born out of wedlock who is under 2 years of age.

The laws enacted in Minnesota in 1917 place upon the State more definite responsibility for the welfare of children born out of wedlock. The statutes provide that ¹—

It shall be the duty of the board of control when notified of a woman who is delivered of an illegitimate child, or pregnant with child likely to be illegitimate when born, to take care that the interests of the child are safeguarded, that appropriate steps are taken to establish his paternity, and that there is secured for him the nearest possible approximation to the care, support and education that he would be entitled to if born of lawful marriage. For the better accomplishment of these purposes the board may initiate such legal or other action as is deemed necessary; may make such provision for the care, maintenance and education of the child as the best interests of the child may from time to time require, and may offer its aid and protection in such ways as are found wise and expedient to the unmarried woman approaching motherhood.

¹ Laws 1917, ch. 194, sec. 2.

Under the Minnesota juvenile court act passed in 1917, a child of illegitimate birth is declared to be "dependent" within the meaning of the act. This gives the juvenile court the power to place him under legal guardianship upon proof of illegitimacy.¹

In the United States the handicap of the child born out of wedlock is defined almost entirely by the lack of normal home conditions, rather than by any civil or social disabilities. The child of illegitimate birth often suffers great injustice through being deprived of the care that is his due. Society is forced to bear a burden that properly belongs to the child's parents. Sentiment has ruled largely in the treatment of these cases, often with the result that the emphasis has been placed upon saving the mother from the social consequences, especially if her status or that of her family is likely to be affected. Most often there has been little recognition of the importance of the father as a factor and of his liability for the support of the child.

With the growing concern of social agencies to render permanent help to the child in a larger way with this whole problem, it is now being considered from a new angle with the child as the central factor. Of increasing interest is the question as to whether in being separated from the mother the child is not deprived of something that society can not replace even with the best care it can provide, and whether this most important consideration may not outweigh all others.

The care of children born out of wedlock in this country has been assumed merely as a part of the general policy of social provision for those in need of special care. Social agencies have become more and more conscious of the large proportion of their work that may be attributed to illegitimacy. They have begun to question whether society has not a peculiar responsibility toward these children who from birth are deprived of normal home life.

¹ Laws 1917, ch. 397, sec. 1.

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Children's Year

**A brief summary of work done
and suggestions for
follow-up work**

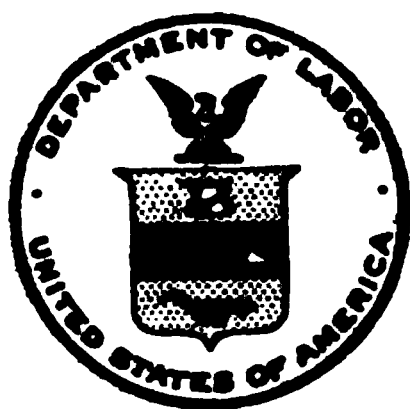
Children's Year Follow-up Series No. 4

Bureau Publication No. 67

U. S. Department of Labor

Children's Bureau

1920



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RESPONSE OF COUNTRY.

The response to the appeal made by the Children's Bureau and the Child Conservation Section of the Council of National Defense was immediate and generous. Three months from the date of the first circular of organization, January 25, 1918, all but 10 States had State chairmen of child welfare already at work. At the official close of Children's Year on April 6, 1919, all but 2 States were participating in Children's Year; 1 of these had dissolved its State Division of the Woman's Committee, and the other was carrying on its own child-welfare program formulated before the war. Alaska, Hawaii, Porto Rico, and the Philippines joined in with the States and carried on some form of child-welfare work.

The committees thus set up in the States were drawn from many women's organizations of social, civic, economic, religious, or cultural type. It is estimated that at least 17,000 committees were organized with a total membership of 11,000,000 women. The generosity and effectiveness with which these women gave themselves, and the splendid unselfishness of the doctors, nurses, social workers, and others who gave freely expert services, can not be too highly praised.

Two signal contributions different in character from these services and worthy of special mention were given by F. Luis Mora and Chester Beach.

Early in Children's Year Mr. Mora generously designed and gave a charming poster in color bearing the caption "The health of the child is the power of the nation." This poster was widely distributed throughout the country.

Commemorating the work of Children's Year, Mr. Beach designed and executed a beautiful medal. At the end of Children's Year a small bronze replica of this medal was distributed to each State chairman by the Child Conservation Section of the Council of National Defense, together with a letter expressing the gratitude of the council and the bureau for the "high humanitarian and patriotic service rendered in the execution of the Children's Year program."

LIBRARY COOPERATION.

In addition to the other agencies cooperating with the Children's Bureau particular mention should be made of the public libraries. The bureau conducted "a library campaign for the nation's children" for which a mailing list of over 4,000 libraries was prepared, and State agents were appointed in 26 States. Libraries were supplied with bureau publications and special articles so that they might help acquaint the public with the best available material on the subject of child care and general child welfare. The cooperation given by the libraries was most gratifying.

As an aid to the furtherance of this work cooperation was sought from and generously given by the States Relations Service of the United States Department of Agriculture, the State superintendents of public instruction in the 48 States and island possessions, and the home economic teachers throughout the country.

WEIGHING AND MEASURING.

As generously as the workers responded to the appeal of the Child Conservation Section and the Children's Bureau did the country respond to the program outlined. The Weighing and Measuring Test of infants and children of preschool age was the opening drive of Children's Year, and it aroused a swift and widespread interest. The first edition of 500,000 cards for this test was augmented within three months to over 6,000,000 cards. The final number distributed by the Children's Bureau, all in response to local requests, was 7,606,303. Up to May 4, 1919, 16,811 cities and towns, villages, and rural communities had conducted weighing and measuring tests. These were for well children, and no medical advice or treatment was given, but in many instances the presence of physical defects was disclosed which medical care might remove or lessen, and mothers were constantly advised to consult physicians for their children.

In a vast number of instances the weighing and measuring was necessarily done by laymen; but in many cases it was done under the supervision of specialists. In many localities where local chairmen could effectively organize their work much more was done than simple weighing and measuring. Many thousands of children in such localities were given complete physical examination by physicians. In one far western State where 40,000 children had such examinations tabulations of the results showed 47 per cent correctable physical defects.

Rural communities as well as urban benefited from the Weighing and Measuring Test. In three States extraordinary effort was made by means of "Baby specials" to bring the message of child health to the country; thus, in Ohio the city of Cleveland sent a well-equipped truck to outlying districts around the city; Connecticut fitted up a truck; and Michigan an interurban car which touched all rural communities on the interurban lines of that State.

RECREATION.

The Recreation drive, second of the Children's Year campaign, met a response from many communities. Programs were sent out in June and July, 1918, and committees all over the country organized to prepare and protect the play of older children. The Playground and Recreation Association of America and 16 other national societies and the Department of Agriculture club and demonstration directors

cooperated with the Children's Bureau and the Child Conservation Section in celebrating a patriotic play week in the autumn of 1918 and furthering the interest of healthy play.

BACK TO SCHOOL.

The third campaign of Children's Year was the Back-to-School drive. This was a measure adopted to decrease child labor. The war conditions of abnormally high wages, relaxed parental control, and natural patriotic impulse had induced children in ever-increasing numbers to leave school for work.

Forty-five States, New York City, the District of Columbia, and Hawaii undertook vigorously the campaign to get these children back into school. In general, the organization and work suggested by the Children's Bureau were closely followed, with full cooperation from school and labor officials. As an instance of successful local effort: In one small town the teachers were able to furnish the child-welfare committee with a list of some 70 children who were at work on permits, and all but one of these children were persuaded to go back to school. Some of the methods and expedients found useful in coping with the situation were scholarships for children, visiting teachers, continuation and part-time schools, vocational training courses, and vocational guidance bureaus or placement committees.

The Back-to-School drive was inaugurated on October 17, 1918; and the armistice a month later added another argument to its strength—an argument expressed by a popular poster issued by the bureau which reads, "Children Back in School Means Soldiers Back in Jobs." On February 11, 1919, a Stay-in-School campaign was started to clinch the work of the drive by persuading children who might be planning to leave school early to stay and increase their prospect of future usefulness and happiness by so doing.

RESULTS OF CHILDREN'S YEAR.

It is obviously impossible to estimate the exact results of Children's Year. The result of the effort to save the lives of 100,000 babies can not be known even partially at this time. What is certain is that the activities set in motion by that effort form a great permanent and growing protection for infant life and will in time reduce our child deaths by many more than 100,000 annually. Millions of adults in this country have learned through the Weighing and Measuring Tests alone that weight in relation to height and age gives a rough index of normal development; that hundreds of thousands of children are undernourished and suffering from other defects which are preventable or remediable; that child welfare is, in short, an important national problem.

NEW MEASURES FOR CHILD HEALTH.

The awakening to the problem brought action, and many concrete results in public welfare may be ascribed to Children's Year. It is not an exaggeration to say that the following experience of California is typical of the good work done by many communities. In this State 53,462 children were weighed and measured and 40,000 of that number had complete physical examination by physicians. Subsequent examinations were provided for to reach a larger number of children and to demonstrate the value of periodic physical examinations. As a result of the findings of the 40,000 examinations, 17 permanent county health centers were established; 10 county public-health nurses were employed; legislative action was taken to provide dental hygienists for children; 120,000 dietaries, besides 30,000 Children's Year bulletins, were distributed throughout the State; the State university inaugurated a correspondence extension course on scientific motherhood. The work culminated in the establishment of a division of child hygiene under the State board of health with an appropriation of \$20,000.

Legislation creating child-hygiene divisions was planned in a number of States as the climax to the State child-welfare program. Before the announcement of the Children's Year campaign 9 States (New York, Kansas, Ohio, New Jersey, Massachusetts, Louisiana, Illinois, Indiana, and Montana) had child-hygiene divisions. During 1918 four additional States (Florida, Pennsylvania, Minnesota, and North Carolina) provided child-hygiene divisions; and, since January, 1919, 19 additional States (South Carolina, Kentucky, West Virginia, Wisconsin, Connecticut, Rhode Island, Texas, California, New Mexico, Missouri, Arizona, Colorado, Utah, Idaho, Nebraska, Virginia, Georgia, Maine, and Michigan) have secured such divisions, making a total of 32 States with child-hygiene divisions—May 1, 1920.

New public-health nurses and children's health centers have been reported from 24 States, with 137 nurses in 10 of these States and 134 health centers where mothers may be given advice and instruction concerning the care of their children. Other centers for child-welfare work, such as prenatal clinics, nutritional clinics, milk depots, etc., are logically developing around these health centers.

The public-health nurse, the keystone of child-welfare work, is being called upon in ever-increasing numbers. To enlarge the inadequate numbers of nurses available special means have been taken by various communities. One State in New England has provided scholarships for nurses during their special training, on condition that the nurses fill for at least one year vacancies in their own State. It is hoped that by these scholarships a public-health nurse may be placed in every town. Another New England State has a similar program of "a health center and a public-health nurse

for every township." The American Red Cross has stimulated this movement by the distribution from national headquarters of \$100,000 and an uncomputed sum from local chapters for scholarships for post-graduate courses in public-health training.

In New Orleans the business men supported a campaign which raised \$45,000 for child welfare during Children's Year. With this money a trained supervisor was placed in charge of public-health nursing, and the nursing staff was increased from 8 to 33. Twenty-nine new health centers were established in the city during the year, through which well organized intensive child-welfare work is being carried on.

RECREATION A PUBLIC RESPONSIBILITY.

Through Children's Year clean amusement and vigorous outdoor play have been more widely understood as indispensable factors in giving children and young people their rightful chance, both physically and morally. To furnish suitable opportunities and to assume responsibility for the decency of commercial entertainment are recognized increasingly as civic duties. The increased number of playgrounds in many towns this year and the growing recognition that playgrounds and parks require skilled supervision and direction are indications of the growth of the movement to which Children's Year has contributed.

Many new playgrounds were reported in 16 different States as a result of the Recreation drive. The necessity for wholesome and supervised recreation for children has been emphasized throughout the country, especially in rural communities where, with the natural advantages and simplest of equipment, community and school play may be made a new and vital thing.

HIGHER STANDARDS OF EDUCATION REQUIRED.

The Back-to-School drive—and the Stay-in-School campaign, which was a part of it—have resulted in efforts to awaken a civic sense of the importance of thorough education. Typical of such efforts are some undertaken in Ohio, where all the sixth, seventh, and eighth grade school children in the entire State wrote essays on "Why go to high school?" prizes being given by the State committee for the best essays, and where ministers in many communities set aside a Sunday on which to preach on the value of education. Another State utilized the motion-picture houses to present a slide giving the number of illiterates in the State and the number of children, 10,895 in all, who had failed to enroll in any school during the preceding year, and urging parents to send their children to school. In Texas, where the Parent-Teacher Association had charge of the Back-to-School drive, a school-welfare department was established in

the association to make the work permanent. "No illiteracy in this State in 1920" is the slogan of this department.

It is encouraging that committees who have worked on this phase of child protection have found out that certain things are necessary for effective reforms and are continuing their work to accomplish them. Briefly they are as follows:

1. Better enforcement of school-attendance laws.
2. More attendance officers. (Some States are working for one for every county.)
3. Richer and fuller type of education.
4. More schoolhouses. (In one State the school superintendent did not favor a Back-to-School drive because there were not enough buildings: "If all children of school age were sent to school 40 per cent of them would have to stand.")
5. More and better trained teachers with higher salaries.
6. A longer school term (for the benefit of rural children).
7. Better child-labor laws and better enforcement of them.
8. Provision for scholarships.
9. Provision for visiting teachers.
10. Provision for advising children and assisting them in finding suitable employment, vocational guidance, and placement.

By such aids and the careful extension of educational work in continuation schools, part-time schools, and other devices, many States hope to destroy the illiteracy which is still alarmingly prevalent in certain rural districts and which is always found accompanying rural child labor.

CONFERENCE ON STANDARDS.

As the concluding activity of Children's Year it was decided to hold a conference on child-welfare standards, with the aim of setting forth by a consensus of expert opinion minimum standards of child welfare as suggested by President Wilson in his letter approving Children's Year as a war activity. This conference was held under the auspices of the Children's Bureau during May, 1919. Because of the extraordinary work for the protection of childhood carried on abroad under war conditions whose severity this country happily escaped, it was decided to invite a small number of foreign experts to attend the conference, in the belief that no other authorities could afford us such incentive and inspiration.

The following guests from abroad attended the conference at the invitation of the Secretary of Labor:

Sir Arthur Newsholme, late principal medical officer of the Local Government Board, England.

Mrs. Eleanor Barton, of the Women's Cooperative Guild, England, an organization of the wives of British wage earners.

Mr. Roland C. Davison, director of the juvenile labor exchanges of England.

Sir Cyril Jackson, board of education, England.

Dr. Clothilde Mulon, war department, France, who has done special work in the supervision of industrial crèches during the war.

Dr. René Sand, professor of social and industrial medicine at the University of Brussels, and adviser on medical inspection of the ministry of labor.

Miss L. E. Carter, principal of High School C, Brussels.

Mr. Isador Maus, director of the division of child protection, ministry of justice, Belgium.

Mr. Takayuki Namaye, department of interior, Japan, in charge of reformatory and relief work and the protection of children.

Dr. Radmila Milochevitch Lazarevitch, from Serbia, a physician and leader in social service activities.

Dr. Fabio Frassetto, professor of anthropology at the University of Bologna, Italy.

Their coming to this country to attend the conference gave signal proof of the new international sense of responsibility for child welfare. The generosity and graciousness with which each individual assisted the conference is gratefully recognized.

This conference consisted not of a single meeting but of a series of regional conferences, eight in number, beginning with one in Washington, May 5, 1919. Following the Washington conference, meetings were held in New York, Cleveland, Boston, Chicago, Denver, Minneapolis, San Francisco, and Seattle.

Minimum standards for the health, education, and work of normal children and for the protection of children in need of special care in the United States were adopted at the Washington conference. They have been considered by certain of the regional conferences and by many individuals, and have been revised by a special committee appointed for that purpose.²

CHILDREN'S YEAR FOLLOW-UP.

The activities begun in Children's Year are not at an end. On the contrary, many communities are continuing their work, sometimes at the request of public authorities, and are working for further legislation and provision for children.

That the country is alive to the need for continuing its vigilance in caring for its children is evidenced by the action taken at the close of the child-welfare conferences. Chairmen of Children's Year committees have formed an advisory committee of the local chairmen of Children's Year, and 38 States (Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Maine, Massachusetts, Michigan,

² Minimum Standards for Child Welfare. Adopted by the Washington and Regional Conferences on Child Welfare, 1919, U. S. Children's Bureau. Publication No. 62, Conference Series No. 2, Washington, 1919.

Minnesota, Mississippi, Missouri, Montana, Nevada, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Vermont, West Virginia, Wisconsin, Wyoming), the District of Columbia, and Hawaii are continuing their child-welfare efforts.

PROTECTION OF MATERNITY AND INFANCY.

Much interest has been shown in the child-welfare standards, and it is hoped that they may prove a strong influence in securing attention for further needed legal protection for children by the Federal and State Governments.

The Children's Bureau series of reports on infant and maternal mortality in urban and rural areas has for the last seven years steadily accumulated evidence of a high degree of annual wastage of life and vigor. The studies show that poverty and ignorance are yokefellows and that civic responsibility for decent conditions of living is only beginning to reach an expression which can help to ease the burden.

More than 17,000 mothers die yearly from causes incident to child bearing, and ill health is suffered by a vast number of others from the same cause. These deaths and disabilities are now known to be needless in large measure, and among women who can command adequate care their proportions are already greatly reduced. Over 200,000 babies less than a year old die annually. These infant deaths are controllable almost without exception. Poverty is a constant condition of the highest infant mortality rates, and the rates steadily improve as income increases to a good living standard. In the interest of humanity and of sound national economy adequate care for maternity and infancy should be universally available. The lessening rates of infant mortality in the United States for the last few years are encouraging. They indicate the effect of many scattered public and volunteer activities for infant welfare, but the reduction is far too slow. New Zealand still shows a much lower rate than our best States, and the United States is still eighth from the head of the list of countries judged by the favorable character of their infant mortality rates. The best available world figures for maternal mortality show that the life of the mother is safer in 14 other countries than in the United States. The neglect of maternity is shown by the fact that in a 13-year period during which deaths from communicable diseases have been reduced—typhoid fever deaths cut in half, croup and diphtheria reduced two-thirds—the deaths of mothers from causes incident to childbirth show no diminution, although these causes are also known to be in great measure controllable.

Based upon American studies and upon the experience of various other countries, a measure was proposed in the sixth annual report of the Children's Bureau which it is believed offers a practicable plan for reducing the present losses of life and vigor. The essential feature of the proposed plan is that the United States Government shall cooperate with the States in providing a joint fund in each State to be used so as to afford effective means for the protection of maternity and infancy. Mothers and babies are the same in the rural community and the city areas. They need the same care. The rates of death are approximately the same. The proposition therefore is of general application.

The principal features of such care are:

1. Public-health nurses.
2. Accessible hospital care and medical attention.
3. Teaching and practical demonstrations for mothers of the hygiene of maternity and infancy and of the household arts essential to the well-being of mother and child.
4. Accessible consultation centers or well-children's clinics for the periodical examination of young children in order to secure their most vigorous development.

It will be seen that such a program involves more than medical and nursing care. For example, the State university extension divisions and departments of home economics are already doing excellent pioneer work and can greatly assist the plan. The public libraries, especially those in smaller towns and the traveling libraries, are already undertaking an educational function in the careful distribution of pamphlets and literature for mothers.

Such a partnership between the Government and the States already serves agriculture through the Smith-Lever Law, already serves vocational training through the Smith-Hughes Law, is creating through the joint work of the Government and the States a new and cleansing knowledge of social hygiene, and is slowly removing the isolation of the remote ranch and farm family by the good-roads act. On exactly the same plan of Federal aid stimulating and standardizing State and local activities, the well-being of mother and child, a basic national economy, may be secured.

In this connection Australian parliamentary reports of 1917 are of interest. For the last seven years the Australian Commonwealth has allowed for each living birth the sum of \$25, and the acceptance of this allowance is general. Yet the report on infant mortality submitted to the Australian Parliament in June, 1917, by the committee concerning the causes of death and invalidity in the Commonwealth strongly urges the adoption of a general scheme of practical measures, such as are in force in New Zealand and elsewhere, as a means of lessening the infant mortality rate. In August,

1917, the same committee submitted a report on maternal mortality in childbirth. Figures are given to show that, although there was a decrease in the death rate after the introduction of the maternity bonuses, this decrease was not so great as it had been during the preceding years.

The experience of England seems to show that a general measure of such character as that outlined above is absolutely essential in a country of modern standards of health and comfort even when health insurance with maternity benefits is in operation. In many other European countries such measures exist. In these countries, as in England, experience indicates the need of basic governmental responsibility for maternity and infancy.

The health-insurance law of the United Kingdom went into operation in 1911. It provides a benefit of \$7.50 upon the birth of a child for the wife of an insured man and double that sum if the wife herself is insured and the wife of an insured man.

Yet since the insurance law went into effect two measures have been passed by Parliament permitting grants in aid to sanitary districts for the protection of maternity and infancy. The second was passed in August, 1918, and sanctions increased expenditures. It specifies the objects for which funds may be spent and is clearly an expression of a belief that no provision already in existence is adequate.

As applied to the United States, it may be said with certainty that any public provision for safeguarding maternity and infancy must be universal. It must afford a dignified service which can be utilized with the same self-respect with which the mother sends an older child to the public school. It must not be compulsory.

PROTECTION OF WORKING CHILDREN.

The imperative need of physical tests for children about to enter employment and of continuous supervision over the health of children at work has received national recognition in the organization by the Children's Bureau of a permanent committee to determine physical standards for working children.

Little has been done up to the present time in the United States to prevent children from going into work for which they are physically unfit, and practically no study has been made of the effects of early labor on the growth of the body. Yet the children who begin work between the ages of 14 and 18, and in many instances as early as 12 or even younger, are the children of least resistance in the community. They are in general the children of the poor, and, in consequence, are likely to be the ill nourished, the undersized, and the anemic. Already handicapped, their growing bodies can put up no resistance to the exacting demands of industry on muscle and nerves. During

these maturing years they are peculiarly liable to injury from overstrain and peculiarly sensitive to all sorts of industrial hazards.

A great deal of the work done by children is, moreover, totally unfit for them. It often involves too much sitting or too much standing, the carrying of weights beyond the child's strength, the overexercising of one set of muscles at the expense of another, and, in certain occupations, the loss of sleep. Foreign investigations have shown that the sickness rate among juvenile laborers is alarming, especially during the second year of working life when the injurious effects of early labor upon already undeveloped bodies have had time to make themselves felt.

The "physical minimum" for children entering employment adopted by the Child Welfare Conferences declared that "A child shall not be allowed to go to work until he has had a physical examination by a public-school physician or other medical officer especially appointed for that purpose by the agency charged with the enforcement of the law, and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed." It provided also for annual physical examinations of all working children under 18 years of age.

What constitutes normal development for boys and girls of different ages, and what indicates that a child is "physically fit" for the employment which he is about to enter can be determined only through exact observation and measurements.

PROTECTION OF CHILDREN BORN OUT OF WEDLOCK.

At least 32,000 white children are born out of wedlock in the United States each year, and probably not more than 70 per cent of these children survive the first year of life.

The children who do survive infancy are likely to be deprived of normal home life and a mother's care. Rarely do they receive from their father the support to which they should be entitled. In a large proportion of cases the public must assume the burden of the support of these children.

The English common law, which regards the child born out of wedlock as the "child of no one," still prevails in some parts of the United States and deprives the child not only of a name but also of the substantial rights of inheritance and support. Advanced legislation in some States has in recent years altered the common law by provisions more favorable to the child, but the need for uniform legislation designed to protect rather than punish is evident.

Legislation bearing on the father's obligations has been particularly backward. In one State laws enacted as far back as 1793 have remained practically unaltered, and these in turn are modeled on the English bastardy law of 1575. Six States and Alaska still have no

~~provision whatever for compelling~~ the support of a child by its natural father. Where provision is made it is in many cases entirely inadequate, for when the payments are not too low, the period of support is too brief, extending sometimes only to the tenth or eleventh year.

Minnesota, through legislation passed in 1917, affords a greater amount of protection to children born out of wedlock than does any other American State.

In February, 1920, two regional conferences were held under the auspices of the Children's Bureau to consider standards which should govern legislation for the protection of children born out of wedlock. In these conferences representatives from almost half the States participated. While the conferences were not a direct outcome of Children's Year, they were suggested by the work of the Child-Welfare Conferences. Resolutions were adopted by the regional conferences, and a committee has been appointed to prepare a single statement of principles, based on the resolutions.

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PROGRAM OF CHILDREN'S YEAR FOLLOW-UP.

Throughout almost the entire country there is an obvious need of the continuance of certain activities which may be said to constitute a Children's Year follow-up program. The following measures are important:

1. Better birth registration. The year has shown afresh the value to the child of prompt public record of birth. Twenty-three States and the District of Columbia now keep records good enough to receive the sanction of the Bureau of the Census, and, hence, to be included in the birth-registration area. The States are California, Connecticut, Indiana, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Hampshire, New York, North Carolina, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, Utah, Vermont, Virginia, Washington, and Wisconsin. Twenty-five States are not so recognized. They are Alabama, Arizona, Arkansas, Colorado, Delaware, Florida, Georgia, Idaho, Illinois, Iowa, Louisiana, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Dakota, Oklahoma, South Dakota, Tennessee, Texas, West Virginia, and Wyoming. Vigorous effort for one year would place all the States in the recognized list of the Bureau of the Census.

The Children's Bureau has prepared a simple test plan which can be used in any community in which there is a good law but where, because of nonenforcement, the State is not in the birth-registration area. In other States campaigns for adequate legislation should be waged.³

2. Establishment of health stations.

(a) Prenatal and infant-welfare stations for keeping mothers and babies well and for securing proper care.⁴

(b) Well-children stations for children of preschool age. These are natural developments from infant-welfare stations and may be conducted with them or independently.

3. Protection of health and development of school children by weighing and measuring tests, open-air classes, nutritional clinics, and other measures.⁵

4. Protection of children from illiteracy and premature work by Back-to-School and Stay-in-School campaigns.⁶

³ See Bureau Publication No. 54. An Outline for a Birth Registration Test.

⁴ For description of methods of conducting, see Bureau Publication No. 45, Children's Health Centers.

⁵ See Bureau Publication No. 60, Standards of Child Welfare, p. 228, "Nutrition Clinics," by Dr. William R. P. Emerson.

⁶ See Bureau Publications Nos. 49, 50, 51, 53, 55, 56 on the Back-to-School and Stay-in-School campaigns.

5. Public provision for wholesome play and recreation, under trained leadership, and supervision of commercial amusements.⁷

6. Continued study by each community of local needs and local resources, as related to the care of handicapped children, and the endeavor to bring the care of these children in line with the standards which have been found practicable in this field.⁸

7. Study of present laws and local needs in order to effect necessary revision of existing laws and to further new legislation for the care and protection of children.⁹

8. Study of the standards adopted by the 1919 Child-Welfare Conference. These standards set forth the careful judgment of many experienced persons. Certain of these standards have been already attained in various communities; others are attainable by the expression of public opinion; others will require legal enactments. Study of local needs and present laws should precede, of course, any effort for new legislation.⁹

⁷ See Bureau Publication No. 44, Patriotic Play Week.

⁸ See Bureau Publication No. 60, Standards of Child Welfare, Section IV, "Children in Need of Special Care."

⁹ See Bureau Publication No. 60, Standards of Child Welfare.



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U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

JULIA C. LATHROP, Chief

INFANT MORTALITY

RESULTS OF A FIELD STUDY IN NEW BEDFORD, MASS.
BASED ON BIRTHS IN ONE YEAR

By

JESSAMINE S. WHITNEY



INFANT MORTALITY SERIES No. 10

Bureau Publication No. 68



WASHINGTON
GOVERNMENT PRINTING OFFICE
1920

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, October 11, 1919.

SIR: Herewith I transmit a report upon infant mortality in New Bedford, Mass.

This study was made under the direction of Miss Jessamine S. Whitney, who has written the report. Miss Helen Wilson made the special study of housing; Miss Viola I. Paradise and Miss Ruth True are responsible for the study on illegitimacy; Miss Emma Duke prepared the statistical material. The report was revised and edited by Dr. Robert M. Woodbury.

The Children's Bureau wishes to express its appreciation of the liberal cooperation given by the municipal authorities, civic associations, and the press in New Bedford.

JULIA C. LATHROP,
Chief.

Hon. W. B. WILSON,
Secretary of Labor.

INFANT MORTALITY, NEW BEDFORD, MASS.

INTRODUCTION.

CHOICE OF CITY.

New Bedford, Mass., was selected as one of the cities to be studied by the Children's Bureau in its series of investigations of the social conditions underlying infant mortality. Cities previously studied by the bureau and for which reports have been published are Johnstown, Pa., Manchester, N. H., Waterbury, Conn., Saginaw, Mich., and Brockton, Mass.

In 1913 New Bedford had the high infant mortality rate of 143 deaths under 1 year of age per 1,000 live births.¹ Not only was the rate high for this particular year, but the rates for preceding years also had been consistently high. New Bedford is a textile manufacturing city, and the four textile manufacturing cities—Fall River, Lowell, New Bedford, and Lawrence—had the highest infant mortality rates of any of the cities of Massachusetts of over 50,000 population except Holyoke (1910).² (See Table I.)

TABLE I.—*Infant mortality rates in 1913 for cities in Massachusetts having a population of 50,000 or over in 1910.*^a

City.	Infant mortality rate.	City.	Infant mortality rate.
Lynn.....	82	Boston.....	110
Somerville.....	86	Lawrence.....	128
Brockton.....	98	New Bedford.....	143
Cambridge.....	98	Fall River.....	151
Springfield.....	104	Lowell.....	151
Worcester.....	105		

^a Seventy-third Annual Report on Births, Marriages, and Deaths in Massachusetts for the year 1914, p. 207. Boston, 1915. Holyoke has been omitted from this table, since the presence of an infant asylum makes comparison unfair.

The birth rate and general death rate for New Bedford were also above the average for the State; the former, 33.8³ was the second

¹ Seventy-second Report of Births, Marriages, and Deaths in Massachusetts for the year 1913, pp. 4 and 38. Boston, 1914.

² Holyoke has an infant asylum which increases the rate abnormally, since deaths of infants in the asylum who were born outside the city are included.

³ Based on estimated population, Bureau of the Census, Bulletin 133, p. 22, and on births in 1913, Seventy-third Annual Report on Births, Marriages, and Deaths in Massachusetts for the year 1914, p. 207. Boston, 1915.

highest rate among the 12 largest cities in the State, while the death rate, 15.6,¹ was slightly above the average for Massachusetts.

An investigation of the causes of the excessive mortality of infants in one of these industrial centers seemed desirable; a study might indicate whether these high rates were due to industrial conditions, such as low wages and employment of mothers, or whether factors connected with the customs of the immigrant population, such as type of feeding, were responsible. The study in Manchester, N. H.,² also a textile-manufacturing city, has shown an excessive death rate among the infants of French-Canadian mothers, a large proportion of whom were gainfully employed. An important consideration in the selection was the contrast between New Bedford with a rate of 143 and Brockton, another industrial city about 30 miles away, with a rate of only 98. Studies were made by the bureau in both cities; Brockton, a shoe-manufacturing city, had well-paid union labor, with a relatively small proportion of foreign born; while New Bedford, devoted mainly to the manufacture of textiles, was characterized by a large foreign population and a relatively large proportion of women gainfully employed.

DESCRIPTION OF CITY.

New Bedford, in 1913 a city of approximately 107,000 population, is located 57 miles southeast of Boston, at the mouth of Acushnet River, where it broadens into Buzzards Bay. The city is attractively situated and occupies a particularly favorable position commercially, extending along the west bank of the Acushnet River for a distance of 10½ miles and having unusual dockage facilities.

In former times it was the whaling center of the continent, but since the introduction of petroleum into general use as an illuminant the industry has declined.

In the past 40 years New Bedford has led in the manufacture of textiles and especially in the production of fine cotton yarns. The line of the water front, formerly indicated by the masts of "whalers" at anchor in the river, is now marked by tall chimneys of cotton mills along the banks. Besides the cotton mills, other industries have developed in New Bedford, including the manufacture of cordage, cigars, shoes, glass, silverware, mechanical tools, twist drills, and manufactures of copper.

The city has a large foreign element, attracted there by the demand in the textile and shipping industries for unskilled and semiskilled labor. In 1910 over 45 per cent of the population were foreign born,

¹ Seventy-third Annual Report on Births, Marriages, and Deaths in Massachusetts for the year 1914, p. 201. Boston, 1915.

² Duncan, Beatrice Sheets, and Duke, Emma: Infant Mortality: Results of a Field Study in Manchester, N. H., based on births in one year. U. S. Children's Bureau Publication No. 20, Infant Mortality Series No. 6. Washington, 1917.

including large numbers of French Canadians, English, and Portuguese. Near the mills and along the river is crowded the bulk of the city's population. The residential districts where most of the native Americans live lie toward the west at some distance from the business section of the city.

METHOD OF PROCEDURE.

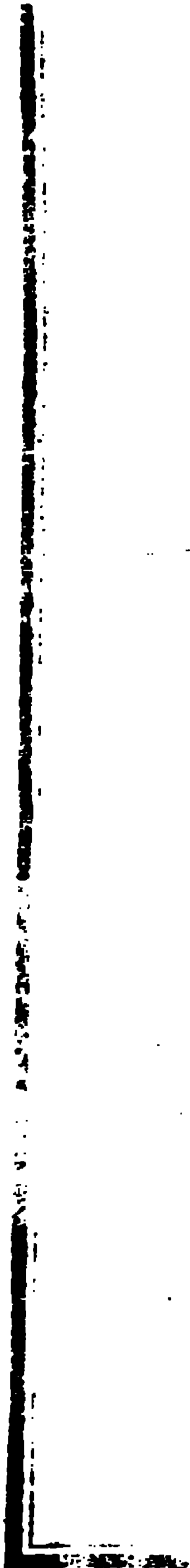
Registered births during the calendar year 1913 were used as the basis of this study. Birth certificates for 3,633 babies born in the city during this period were copied from the records in the office of the city clerk. The death certificate also for any of these infants who had died under 1 year of age was copied on the corresponding record. After arranging the records by districts, women agents of the bureau visited the mothers to secure the information upon which the study was to be based.

Not all these births could be used in the detailed analysis. The number of removals, nonresidents, and infants for whom full information could not be obtained was 971. These were excluded. This study is based, then, upon 2,662 births, 2,587 live and 75 stillbirths.¹

COOPERATION.

Too much praise can not be given to the city officials, the press, the clergy, public-spirited citizens, civic associations, and other agencies for generous assistance in the work. The value of the report is due in large part to the completeness of the information given by the mothers of New Bedford, and thanks are especially due to them for the information and cooperation which they so willingly gave.

¹ For the discussion of mortality rates for the excluded groups and of the general infant mortality rate for the city the reader is referred to Appendix, pp. 73-74, 76, and especially pp. 77, 78.





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ANALYSIS OF FINDINGS.

INFANT MORTALITY RATE.

The infant mortality rate for the selected group in New Bedford for the year of the study was 130.3. Of 2,587 infants born alive, 337 died before reaching the first birthday.

DISTRIBUTION BY PRECINCTS.

The distribution of births and deaths in the wards and precincts in New Bedford is shown in the spot map, and the infant mortality rates for the different precincts are given in Table II. Precincts 1, 2, 3, 13, and 17 all have high rates, precinct 2 having the highest rate in the city, 177.5. This analysis by precincts shows the area in which the infant mortality problem in New Bedford was most serious. It should be mentioned that since the study was made the ward and precinct lines have been changed; the wards and precincts discussed and shown on the map refer to those existing at the time of the study.

TABLE II.—Live births during selected year, infant deaths, and infant mortality rate, by district and precinct of residence ^a

District or precinct of residence.	Live births.	Infant deaths.	Infant mortality rate. ^b
The city.....	2,587	337	130.3
"Unfavorable" area.....	1,488	233	156.6
Precinct 1.....	469	65	138.6
Precinct 2.....	293	52	177.5
Precinct 3.....	190	24	126.3
Precinct 13.....	227	38	167.4
Precinct 17.....	309	54	174.8
"Favorable" area.....	1,099	104	94.6
Precinct 4.....	70	2	.....
Precinct 5.....	104	10	96.2
Precinct 6.....	76	7	.....
Precinct 7.....	44	6	.....
Precinct 8.....	20	2	.....
Precinct 9.....	59	5	.....
Precinct 10.....	33	5	.....
Precinct 11.....	45	7	.....
Precinct 12.....	54	3	.....
Precinct 14.....	48	2	.....
Precinct 15.....	43	6	.....
Precinct 16.....	203	21	86.4
Precinct 18.....	27	27	112.4

^a Wards and precincts according to ward and precinct lines existing at the time of the study.
^b Not shown where base is less than 100.

THE "UNFAVORABLE" AREA.

The five precincts designated as the "unfavorable" area lie on the river front, the first three grouped together in the northern part of the city and the other two in the southern part. All are in the cotton-mill section. Within this area were found 57 per cent of all live

births included in the study and 69 per cent of the deaths in this group; the infant mortality rate was 156.6 compared with 94.6 for the rest of the city.

Of course, not all parts of these precincts had unfavorable conditions, as, for example, the northern part of precinct 1,¹ which was almost rural in character; nor, on the other hand, did these precincts include all the sections where conditions were unfavorable. The precinct boundary lines were merely the most convenient limits to adopt.

Of the infants born in the "unfavorable" area as thus defined, four-fifths had foreign-born mothers, the largest group being the Portuguese white. Two-thirds of all the infants of Portuguese mothers were found in this area, three-fourths of all the infants of French-Canadian mothers, and seven-eighths of all those of Polish mothers.

Precincts 1, 2, and 3,¹ constituting ward 1,¹ lie along the Acushnet River at the northern end of the city. Practically every nationality represented in the city is found in this ward, including native Americans, French Canadians, Portuguese, Poles, English, Irish, Hebrews, Italians, Greeks, Turks, and Syrians. Of one section of this ward it was said that "one hears no English spoken on the streets here; the French-Canadian children play in the French language and the Portuguese children in Portuguese." Sixty-eight per cent of the infants of French-Canadian mothers in the study lived in ward 1,¹ also 76 per cent of the infants of Polish mothers, and nearly 25 per cent of the infants of Portuguese mothers. A long-established French-Canadian colony was located in this ward. This group of families had its separate business center and its own local French-Canadian churches, parochial schools, doctors, and midwives. The families of this group were generally living in modest but comfortable and well-kept homes; many were attempting to purchase their own homes. The largest Polish group of the city also is located in this ward; most of these families worked in the mills, although a number were engaged in small businesses, such as grocery stores, saloons, or lunch rooms. Many of the Polish women took in boarders on the basis of \$2.50 or \$3 a month each for sleeping space and the services of the landlady as cook and laundress. A day nursery for babies whose parents worked in the mill was maintained in the neighborhood and was largely patronized by Polish women. The ward was almost entirely populated by working people, largely cotton-mill operatives.

The majority of the families lived in two- to six-family frame tenement buildings; the three-family buildings predominated. Single-family cottages were rare. In one section of the ward a number of old and gloomy corporation houses were well filled. On business

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.

streets, wooden block houses in bad repair, with stores on the ground floor and tenements above, were not uncommon. At the time of the study, tenement rents in this ward averaged from \$2 to \$4.25 a week for four- or five-room flats, generally with a toilet, which, however, was often not in the apartment but in the entry or cellar.

In precinct 13¹ lived almost the entire colony of Portuguese Negroes or "Bravas" from the Cape Verde Islands, also 17 per cent of the Portuguese families included in this study, and a large Jewish colony. This was an old section of the city; the two-family house seemed to predominate, though the one-family house was sometimes found. Housing had changed with the changes of the population in this neighborhood; as the native-American families left, their one-family dwellings were made over into two- and three-family dwellings for the Portuguese Negroes, each family having one floor.

Precinct 17¹ had two almost distinct sections: The one bordering the Acushnet River was inhabited almost entirely by Portuguese, with a few Poles and Jews; and in the other, the newer part, extending to Clarks Cove, lived a number of French Canadians, a few English, and a few Poles and Portuguese. Mill work was the most common occupation for the men, and also many of the women worked in the mills. A number of the Portuguese were fishermen, generally quahog diggers. Few mothers in the Portuguese colony spoke English. A number of mill blocks were located in this district; they were old and in bad repair, with no attempt by builder, owner, or tenant to make them attractive.² The predominating type of house was the three-family tenement; some had been remodeled from older, more pretentious homes. As a rule toilets were located in the entry or cellar.

The unfavorable area included most of the colonies of the different foreign nationalities and most of the bad living conditions in the city. The inhabitants of these districts were predominantly mill workers; many of the women were gainfully employed. In the later analysis the effect of factors suggested by the description of these conditions will be discussed in detail.³

NATIONALITY.

Of the total population of New Bedford in 1910, 44 per cent were foreign-born white, 34 per cent native white of foreign or mixed parentage, and only 19 per cent native white of native parentage.

The two largest nationality groups in 1910 were the French Canadian and the English, the former group constituting 28 per cent of the

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.

² One group of these mill tenements has since been torn down

³ See p. 55.

foreign-born population, and the latter 22 per cent. The Portuguese ranked next in number, comprising 9 per cent of the foreign born. The other groups were smaller in number. It was interesting to note how the groups kept themselves together in compact colonies, each speaking its own language. The French-Canadian and the Portuguese groups were located in the so-called "unfavorable" area. Besides these may be noted a group of Italians who lived near the river north of the center of the town, between the railroad station and the mills, and a small colony of Greeks who were settled near the river to the north of the Italian colony.

The industrial development of New Bedford played a large part in determining the character of the foreign-born population. During the days of the prosperity of the whaling industry, prior to 1880, a number of Portuguese immigrants came from the Azores and gradually formed a permanent colony which at the time of the study was the most important Portuguese center in the United States. The growth of the textile industry proved a great attractive force for immigration. When the cotton mills were established many skilled English workers were brought to New Bedford. Later, with the introduction of new machinery, French Canadians came in response to the demand for unskilled labor; these were followed by a Polish immigration and more recently by large numbers of Portuguese.

Each nationality group has its own peculiar customs of infant feeding and of infant care, its superstitions and its preferences in the employment of physicians or midwives. In many cases the infant mortality rate for a particular nationality may be influenced by the conditions of the different sections of the city in which the group lives. The infant mortality rates according to nationality of the mother are shown in Table III.

TABLE III.—*Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to nationality of mother.*

Nationality of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
All mothers.....	2,662	2,587	337	130.3	75	2.8
Native mothers.....	753	729	79	108.4	24	3.2
Foreign-born mothers.....	1,909	1,858	258	138.9	51	2.7
Portuguese white.....	685	667	134	200.9	18	2.6
French Canadian.....	415	407	47	115.5	8	1.9
English.....	226	218	22	100.9	8	3.5
Polish.....	223	217	26	119.8	6	2.7
Portuguese Negro.....	76	71	7	.....	5	.....
Irish, Scotch, and Welsh.....	70	68	3	.....	2	.....
Jewish.....	60	59	4	.....	1	.....
Canadian.....	27	27	2	.....	.....	.....
All other.....	126	124	13	104.8	2	1.6
Not reported.....	1	.....	.....	.....	1	.....

^a Not shown where base is less than 100.

The highest infant mortality rate was 200.9 for the Portuguese white. This group was by far the largest of the foreign nationality groups represented among the births in the study, having 36 per. cent of all the infants of foreign-born mothers included.

The Poles also had a relatively high rate of 119.8; they constituted one of the smaller groups. The French-Canadian group was second in size and showed a mortality of 115.5, a rate in sharp contrast to the figure of 224.7 found for infants of French-Canadian mothers in Manchester. The difference in these figures is the more difficult to explain, since both cities are textile centers and in both a large proportion of the French-Canadian mothers worked in the mills. The New Bedford group represented an earlier immigration, and therefore many have already adopted American customs.

The English formed the group next in size, with an infant mortality rate of 100.9. The rate for the British and Irish group, that is the English, Irish, Scotch, and Welsh combined, was 87.4.

It appears from this analysis of infant mortality rates by nationality that the highest rates were found in certain foreign-born groups and especially among the Portuguese. The greater part of the Portuguese in New Bedford were of recent immigration; a large number came from the Azores; more recently some have come from Lisbon and other places in Portugal. The small number of Portuguese who came to New Bedford during the days when the city was the center for the whaling industry had become part of the community, their children and grandchildren taking an active part in the life of the city.

There was also a group of Portuguese Negroes, commonly known as "Bravas," taking this name from the island of Brava of the Cape Verde group, from which most of them came.

Other studies of infant mortality have shown high rates for the Portuguese. For example, the study made by Dr. Louis I. Dublin in Fall River¹ showed an infant mortality rate for this group of 299, in contrast with the rate of 153 for infants of native mothers, of 172 for infants of Canadian mothers, and of 200 for all others.

The question arises in this connection whether the differences in rates for the different nationalities were due to differences affecting the baby before birth, care of the baby, methods of feeding, or the economic and social conditions of life. The importance of these several factors will be pointed out in the subsequent analysis.

LENGTH OF RESIDENCE IN THE UNITED STATES.

The length of residence of the mothers in this country may influence infant mortality rates because of gradual adoption of American customs or of gradual betterment of economic position. In General

¹ Dublin, Louis I. *Infant mortality in Fall River, Mass.: A survey of the mortality among 833 infants born in June, July, and August, 1913.* American Statistical Association, June, 1915.

Table 2 the infants of foreign-born mothers are classified according to the number of years the mother had lived in this country. For the Portuguese-white group the infant mortality rate decreased in a striking manner as the length of residence increased. Where the residence was less than three years, the infant mortality rate was 283, while the infants whose mothers had lived here from 12 to 15 years had a mortality rate of only 95. This difference according to length of residence, however, does not appear so marked for the infants of mothers of other foreign nationalities. For the other groups the rates fluctuate considerably; but here, too, the lowest rates were for the groups in which the mothers had resided from 12 to 15 years in this country.

LITERACY AND ABILITY TO SPEAK ENGLISH.

The proportion of illiterate mothers in this study was unusually high. Of the total of 2,662 births, 740 were to mothers who were illiterate. One in every four of the mothers in this study was unable to read or write in any language. The infant mortality rates for the two groups showed a wide difference; for the group of illiterate mothers it was 188, contrasted with 107 for infants whose mothers were literate. (See Table IV.)

TABLE IV.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to literacy of mother.

Literacy of mother. ^c	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^b	Stillbirths.	
					Number.	Per cent total of births. ^b
All mothers.....	2,662	2,587	337	130.3	75	2.8
Literate.....	1,910	1,858	199	107.1	52	2.7
Illiterate.....	740	718	135	188.0	22	3.0
Not reported.....	12	11	3	.....	1	.....

^a Persons who can read and write in any language are reported literate.
^b Not shown where base is less than 100.
^c Including 26 births to native mothers.

The proportion of mothers unable to speak English was greater than the proportion of mothers unable to read and write. Of the total number of births, 1,006, or 38 per cent, were to mothers who were unable to speak English. Eliminating the English-speaking nationalities, the infant mortality rate for the remainder of the foreign-born group was 149.5: for those infants whose mothers were able to speak English, 97.4, as against 180.4 for those whose mothers could not speak English. Among the Portuguese were 571 infants whose mothers were unable to speak English: for these the infant mortality rate was 224.8. For those whose mothers were able to speak English

the mortality rate was only 82.9. Among the latter were included infants of mothers of the earlier immigration, among whom the processes of assimilation had progressed much further. (See Table V.)

In the French-Canadian group the infant mortality rate for those whose mothers could speak English was higher than for those who had non-English-speaking mothers, the rates being, respectively, 121.7 and 104.2. Among the other foreign born the rates were 70.9 and 127, respectively.

TABLE V.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to nationality of mother and her ability to speak English.

Ability of mother to speak English and nationality of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Num-ber.	Per cent of total births. ^a
All mothers.....	2, 662	2, 587	337	130. 3	75	2. 8
Able to speak English.....	1, 655	1, 605	159	99. 1	50	3. 0
Unable to speak English ^b	1, 006	981	177	180. 4	25	2. 5
Not reported.....	1	1	1			
Foreign-born mothers.....	1, 909	1, 858	258	138. 9	51	2. 7
English-speaking nationalities.....	323	313	27	86. 3	10	3. 1
Non-English-speaking nationalities.....	1, 586	1, 545	231	149. 5	41	2. 6
Able to speak English.....	601	585	57	97. 4	16	2. 7
Unable to speak English.....	984	959	173	180. 4	25	2. 5
Not reported.....	1	1	1			
French-Canadian mothers.....	415	407	47	115. 5	8	1. 9
Able to speak English.....	268	263	32	121. 7	5	1. 9
Unable to speak English.....	147	144	15	104. 2	3	2. 0
Portuguese mothers ^c	761	738	141	191. 1	23	3. 0
Able to speak English.....	189	181	15	82. 9	8	4. 2
Unable to speak English.....	571	556	125	224. 8	15	2. 6
Not reported.....	1	1	1			
Other foreign-born mothers.....	410	400	43	107. 5	10	2. 4
Able to speak English.....	144	141	10	70. 9	3	2. 1
Unable to speak English.....	266	259	33	127. 4	7	2. 6

^a Not shown where base is less than 100.
^b Including 22 births to native mothers.
^c Including 76 births to Portuguese-Negro mothers, only 23 of whom were able to speak English.

Of the total births to illiterate foreign-born mothers, 584, or 79.3 per cent, were to mothers who could not speak English. These mothers were doubly handicapped; they were cut off from the sources of information open to literate mothers, and in a foreign country were forced to rely almost wholly upon the customs and traditions brought with them and upon whatever assistance they could gain from their countrymen. The infant mortality rate for the 566 live-born infants in this group was 203. While these factors—illiteracy and inability to speak English—are perhaps not in every case associated with ignorance of the essentials of infant care, yet they make

it difficult, if not impossible, for the mothers to take advantage of the medical and social resources of the community or of printed instructions as to the proper methods of caring for their infants.

CAUSE OF DEATH.

The immediate cause of death is certified by the physician who signs the death certificate. Frequently these causes, such as gastric and intestinal diseases or diseases peculiar to early infancy, offer clues to the ultimate causes, such as improper feeding, lack of care of the mother during pregnancy, employment of the mother, or means insufficient to provide proper care for the infant. Methods of prevention, to be effective, of course must take ultimate causes into account.

Most of the infant deaths can be grouped into three main classes, viz, gastric and intestinal diseases, respiratory diseases, and causes peculiar to early infancy. The first group—gastric and intestinal diseases—caused the greatest loss of life among infants in this study, being responsible for 37.1 per cent of the total deaths. Twenty-two per cent were from causes peculiar to early infancy, 21 per cent from the principal respiratory diseases, and the remaining 20 per cent were ascribed to malformations, epidemic diseases, diseases ill defined and unknown, and all other causes. (See Table VI.)

TABLE VI.^a—*Number and per cent distribution of deaths among infants born in the selected year, by cause of death.*

Causes of death.	Infant deaths.	
	Number.	Per cent distribution.
All causes.....	337	100.0
Gastric and intestinal diseases.....	125	37.1
Respiratory diseases.....	72	21.4
Malformations.....	12	3.6
Early infancy.....	75	22.3
Premature birth.....	25	7.4
Congenital debility.....	40	11.9
Injuries at birth.....	10	3.0
Epidemic diseases.....	23	6.8
Diseases ill defined or unknown.....	7	2.1
All other causes.....	23	6.8

^a General Table 3.

GASTRIC AND INTESTINAL DISEASES.

The large percentage of deaths from gastric and intestinal diseases, 37 per cent, was much higher than the percentages either for the State of Massachusetts or for the death-registration area ¹ of the

¹ General Table 4.

United States. In the State only 28 per cent of the infant deaths in 1913 and 1914 ¹ were from this cause, while in the registration area the percentage was only 24.

It would be more significant to compare the infant mortality rates from different diseases. The mortality rates from gastric and intestinal diseases for cities studied by the Children's Bureau is shown in Table VII. It appears that both in Manchester and in New Bedford the infant mortality rates from gastric and intestinal diseases were unusually high, and relatively high in Johnstown, while for Brockton and Saginaw the rates were very low. The general infant mortality rates for Manchester, Johnstown, and New Bedford were also high. Where the conditions favored high mortality from gastric and intestinal diseases the general infant mortality rate appeared to be high also.

TABLE VII.—*Infant mortality rates for specified cities, by cause of death.*

Cause of death.	All cities.	New Bedford.	Johnstown.	Manchester.	Saginaw.	Brockton.
All causes.....	127.0	130.3	134.0	165.0	84.6	96.7
Gastric and intestinal diseases.....	37.8	48.3	32.8	63.3	8.2	12.4
Respiratory diseases.....	22.8	27.8	26.7	26.2	10.2	13.2
Malformations.....	5.3	4.6	3.4	9.0	4.1	5.0
Early infancy.....	35.5	29.0	39.6	39.6	37.7	37.2
Premature birth.....	12.9	9.7	14.4	14.7	12.2	16.5
Congenital debility.....	19.2	15.5	20.5	24.3	24.5	14.9
Injuries at birth.....	3.3	3.9	4.8	.6	1.0	5.8
Epidemic diseases.....	7.7	8.9	11.6	3.2	5.1	8.3
Diseases ill defined or unknown.....	5.0	2.7	7.5	7.0	4.1	5.0
All other causes.....	12.9	8.9	12.3	16.6	15.3	15.7

The analysis of the mortality rates for infants of native and of foreign mothers indicates that much of the difference in the rates is to be attributed to mortality from gastric and intestinal diseases. The rate from these causes for the former group was 31.6, as contrasted with 54.9 for the latter. The rate for the foreign-born group was thus almost one and three-fourths that for the native. The analysis by nationality shows that the Portuguese white with a rate of 101.9 were almost entirely responsible for this difference. In this group 1 baby in every 10 born alive died from these causes. For all other foreign born the rate was comparable with the rate for infants of native mothers—indeed, somewhat lower. In these groups only 1 death in every 35 live births occurred from these causes. (See Table VIII.)

¹ The percentages were computed from the figures for 1913 and 1914, the years in which the deaths of infants included in this study occurred.

TABLE VIII.^a—Mortality rates for infants of mothers of specified nationality, by cause of death.

Cause of death.	Infant mortality rates.					
	All mothers.	Native mothers.	Foreign mothers.			
			Total.	Portu- guese white.	French Cana- dian.	All other.
All causes.....	130.3	108.4	138.9	200.9	115.5	94.1
Gastric and intestinal diseases.....	48.3	31.6	54.9	101.9	29.5	28.1
Respiratory diseases.....	27.8	17.8	31.8	51.0	17.2	23.0
Malformations.....	4.6	6.9	8.8	1.5	7.4	3.1
Early infancy.....	29.0	32.9	27.4	21.0	41.8	25.3
Premature birth.....	9.7	9.6	9.7	1.5	24.6	8.9
Congenital debility.....	15.5	19.2	14.0	18.5	14.7	14.0
Injuries at birth.....	3.9	4.1	3.8	6.0	2.5	2.0
Epidemic diseases.....	8.9	4.1	10.8	15.0	7.4	8.9
Diseases ill defined or unknown.....	2.7	5.5	1.6	1.5	2.5	1.3
All other causes.....	8.9	9.6	8.6	9.0	9.8	7.7

^a General Table 3.

The experience of many cities has proved that infant deaths from gastric and intestinal diseases are largely preventable. The high mortality from these diseases has been markedly reduced by making available to mothers, through the employment of public-health nurses and the establishment of infant-welfare centers, information as to proper methods of feeding and caring for babies; and by the improvement of the milk supply.

RESPIRATORY DISEASES.

In contrast with Brockton and Saginaw, New Bedford shows an unusually high infant mortality rate from respiratory diseases, though both Johnstown and Manchester had high rates. The rates among foreign born for this group of diseases were nearly twice as high as among native. The Portuguese had the highest rate, practically three times the rate for the native group.

CAUSES PECULIAR TO EARLY INFANCY.

The specific rate from causes peculiar to early infancy did not vary greatly in the different cities studied by the bureau, but it was somewhat lower in New Bedford than in any of the other cities.

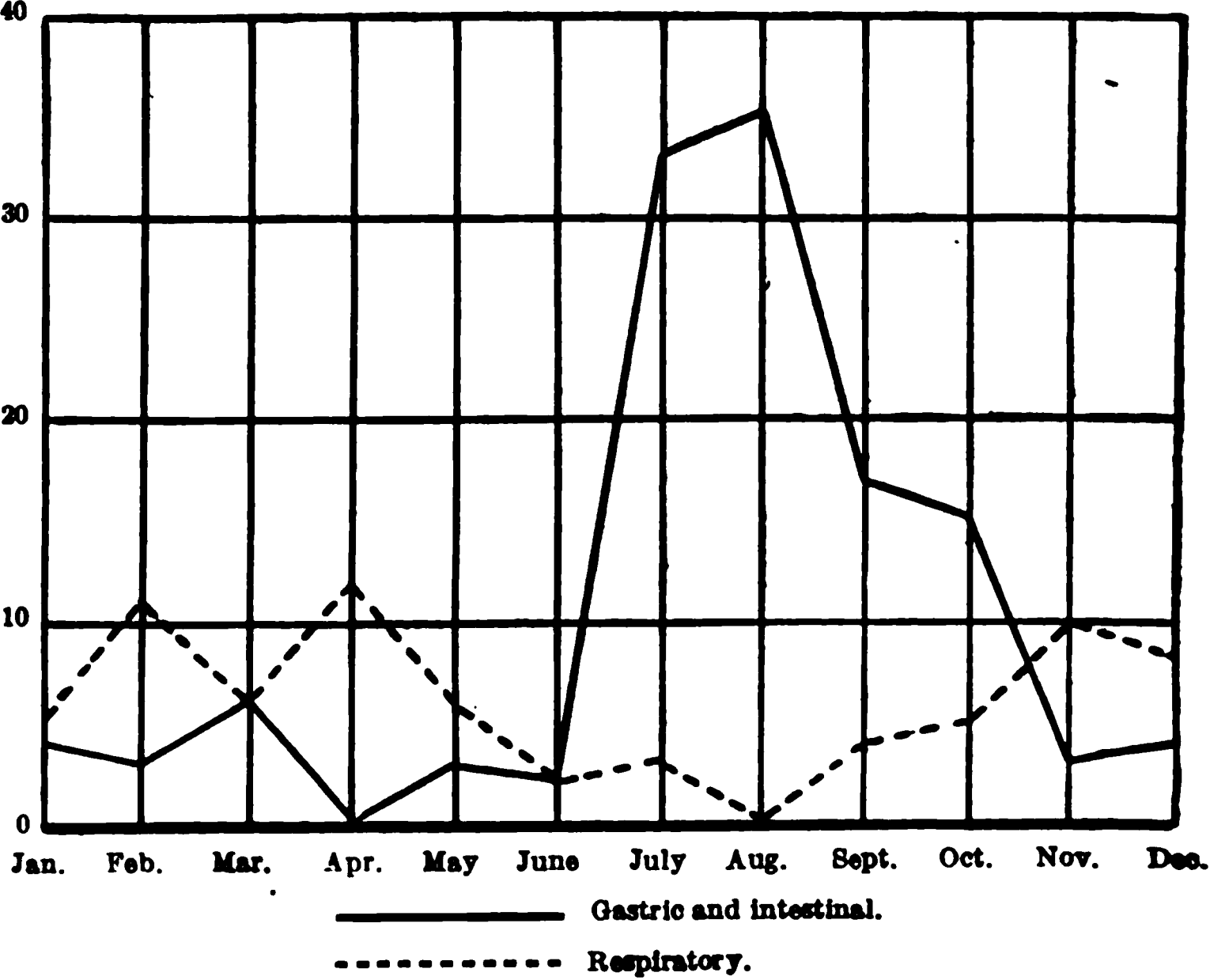
The mortality from diseases of early infancy was higher in the native than in the foreign-born group, the rates being 32.9 and 27.4, respectively. Among the French Canadians the rate from diseases of early infancy was highest, 41.8. The rate among the Portuguese white was unusually low, only 21.

COMPARISON OF "UNFAVORABLE" AREA WITH THE REST OF THE CITY.

An analysis of the death rates from the different groups of causes for the "unfavorable" area and for the rest of the city shows the causes to which the excessive mortality of the selected precincts is

Chart II.—DEATHS FROM RESPIRATORY AND GASTRIC AND INTESTINAL DISEASES;
BY CALENDAR MONTHS.

Number.



to be attributed. The rate from causes peculiar to early infancy was approximately the same as for the rest of the city. The rates for both gastric and intestinal and respiratory diseases, however, were over twice as high as for the rest of the city. The causes of these unfavorable conditions must be sought in the kind of care given to the infants, in the kind of feeding, and also in part in the customs of the mothers, and in the surroundings in which they live. (See Table IX.)

TABLE IX.—Deaths among infants born in selected year in and outside of “unfavorable” area, and infant mortality rates, by cause of death.^a

Cause of death.	Deaths among infants born in—			
	“Unfavorable” area.		Rest of city.	
	Number.	Infant mortality rate.	Number.	Infant mortality rate.
Total.....	233	156.6	104	94.6
Gastric and intestinal.....	95	63.8	30	27.3
Respiratory.....	54	36.3	18	16.4
Malformations.....	7	4.7	5	4.5
Early infancy.....	43	28.9	32	29.1
Epidemic diseases.....	17	11.4	6	5.5
Diseases ill defined or unknown.....	2	1.3	5	4.5
All other.....	15	10.1	8	7.3

^a Derived from General Table 7.

CAUSE OF DEATH, BY CALENDAR MONTHS.

As uniformly observed in the earlier studies of infant mortality made by the bureau, there was a large increase of deaths from gastric and intestinal causes during the hot months, 68 per cent of these deaths occurring during July, August, and September. The deaths from respiratory diseases occurred chiefly during the winter months, although a few deaths from this cause occurred in every month except August. The number of deaths from gastric and intestinal diseases and from respiratory diseases by calendar month of death is shown in Chart II.¹

AGE AT DEATH.

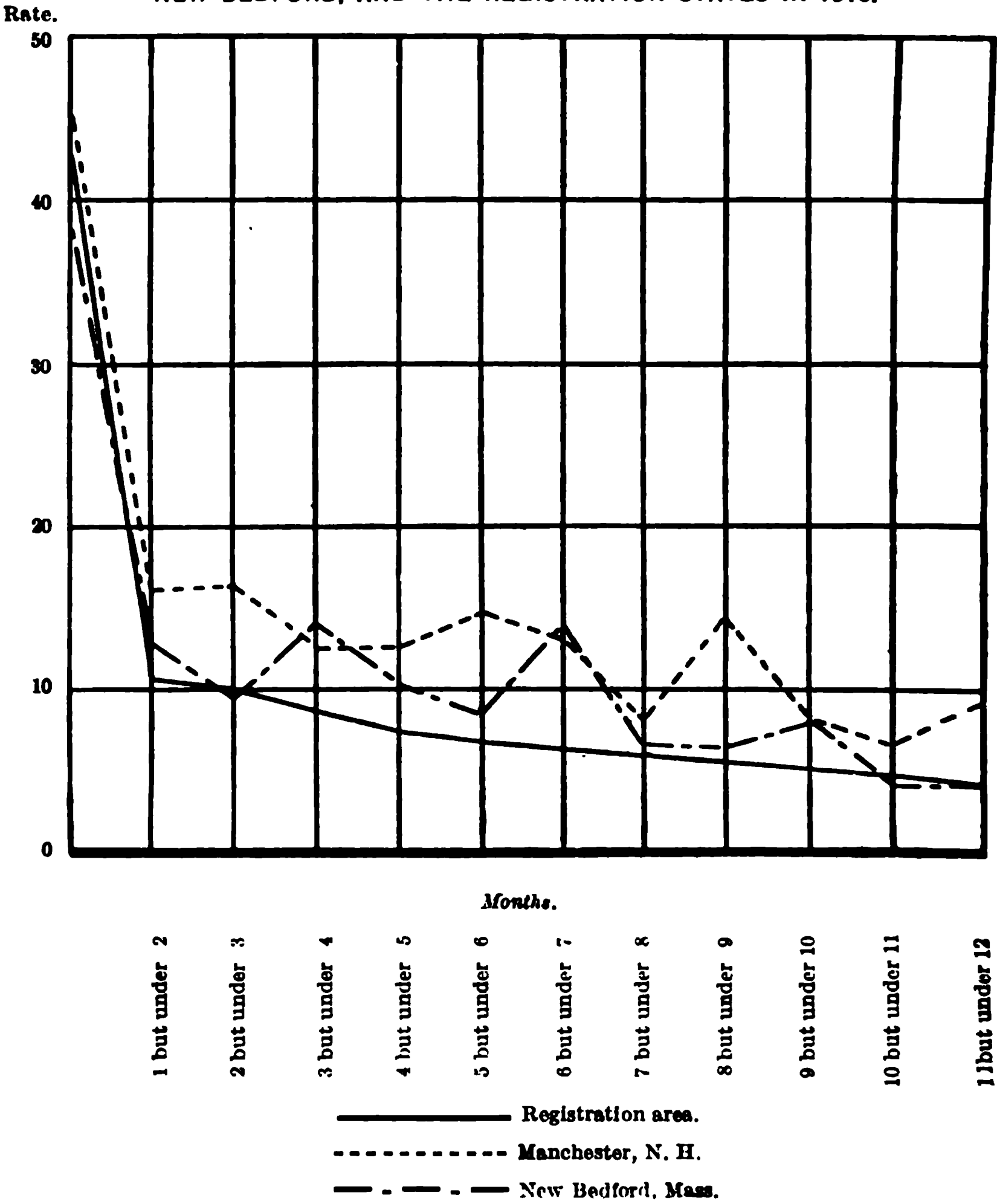
It is a well-known fact that in the early days of a baby’s life the chances of survival are least. In the registration area, in 1913, 43 per cent of all infant deaths occurred under the age of 1 month.² The causes of death most frequent at this time are congenital debility, injuries at birth, and premature birth, which are usually grouped under the caption: “Causes peculiar to early infancy.”

The relatively high percentage of deaths in New Bedford in the first few weeks of life is shown in Table X.

¹ General Table 5.

² U. S. Bureau of the Census, Mortality Statistics, 1913.

Chart IV.—RELATIVE MORTALITY DURING FIRST YEAR OF LIFE FOR MANCHESTER, NEW BEDFORD, AND THE REGISTRATION STATES IN 1910.



ers, had a high percentage of deaths in early infancy; Manchester, with a very large foreign population, had the lowest percentage of deaths under 1 month.

These percentages, of course, simply reflect the distribution of the causes of death; the heavy mortality from gastric and intestinal diseases in Manchester, for example, produces a high proportion of deaths late in infancy, since deaths from these diseases occur relatively late in the first year of life. But they do serve to indicate, also, the direction in which preventive work should be especially directed in the different cities. In the cities with large foreign-born populations, the most urgent need is for infant-welfare stations to teach proper care of babies during infancy; while in cities with preponderantly native population, the teaching of the essentials of prenatal care is relatively more important.

In the volume of United States Life Tables recently published by the Bureau of the Census, mortality rates are given for each month of life based on figures of deaths and births in the birth-registration area in 1910. These rates are for large groups and the curve of mortality was smoothed by mathematical processes. According to these figures the mortality rate shows a decline for each month from the first to the twelfth. The rates for New Bedford by months under 1 year show more fluctuation, due to the comparatively small numbers involved, but the tendency is the same as that in the curve for the registration area. The smooth curve given by the census figures and the irregular ones resulting from the New Bedford and Manchester figures are shown in Chart IV.

STILLBIRTHS.

A stillbirth in this study is defined as a dead-born issue, resulting from seven or more months' gestation. If the period of gestation was reported as less than seven months, the birth, even though registered as a stillbirth, was classed as a miscarriage and as such, excluded from the study.

The number of stillbirths included was 75, giving a stillbirth rate, in comparison to the total of 2,662 live and stillbirths, of 2.8 per cent.

COMPARISON WITH OTHER CITIES.

The cities previously studied by the Children's Bureau in its infant mortality investigations had considerably higher stillbirth rates, as shown in the following statement:

New Bedford.....	2.8
Brockton.....	3.0
Saginaw.....	3.3
Johnstown.....	4.5
Manchester.....	4.8

STILLBIRTH RATES AND NATIONALITY.

Native mothers had a larger proportion of stillbirths than foreign-born mothers, the rates being, respectively, 3.2 and 2.7. For the racial groups large enough to be significant the highest rate was for the English, 3.5; the lowest for the French Canadian, only 1.9; the Portuguese white had a rate of 2.6.¹

STILLBIRTH RATES AND OTHER FACTORS.

The stillbirth rate for males was somewhat in excess of that for females, the rates being 2.9 and 2.7, respectively. This excess for males was due to the comparatively high stillbirth rate of 4 for male births to native mothers, while for female births in the same group the rate was only 2.4.²

The stillbirth rate for first-born children (3.8) was higher than that for births of later order up to the seventh-born (5.5). For the fourth-born child the stillbirth rate (0.6) was almost negligible.³

High stillbirth rates were found for mothers under 20 years of age (3.6) and for mothers of 30-39 (3.7); for mothers of 40 and over, the rate was highest (6.7). In the other age groups the rates were relatively low.⁴

Of the 152 twins and triplets born either during the selected year or previously to the mothers included in the study, 15 were stillbirths, giving a stillbirth rate of 9.9 per cent. This rate is very much higher than the rate of 2.7 for single births.

SEX.

The number of male infants born in New Bedford during the selected year was only slightly in excess of the number of female, the figures being 1,340 and 1,322, respectively. The infant mortality rate was somewhat greater for male than for female, 139.9 for male, as contrasted with 120.5 for female infants. (See Table XII.)

TABLE XII.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to sex of infant and nativity of mother.

Sex of infant and nativity of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate.	Stillbirths.	
					Number.	Per cent of total births.
All mothers.....	2,662	2,587	337	130.3	75	2.8
Male.....	1,340	1,301	182	139.9	39	2.9
Female.....	1,322	1,286	155	120.5	36	2.7
Native mothers.....	753	729	79	108.4	24	3.2
Male.....	376	361	41	113.6	15	4.0
Female.....	377	368	38	103.3	9	2.4
Foreign-born mothers.....	1,909	1,858	258	138.9	51	2.7
Male.....	964	940	141	150.0	24	2.5
Female.....	945	918	117	127.5	27	2.9

¹ See Table III, p. 18. ² See Table XII. ³ See Table XIV. ⁴ See Table XI.

AGE OF MOTHER.

The infant mortality rate for the infants of mothers aged 25 to 29 at the time of the baby's birth was the lowest for any age group—114. The infants of mothers under 20 had the extremely high rate of 259.3. A large proportion of first births among these births to young mothers may influence the rate, coupled with the fact that the mortality among second and third births that occur to mothers below the age of 20 years is likely to be excessive on account of too short intervals between the successive births. The largest number of births was to mothers in the age group 25 to 29, for which the mortality rate was lowest. (See Table XIII.)

TABLE XIII.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to age of mother at birth of infant.

Age of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate.	Stillbirths.	
					Number	Per cent of total births.
All mothers.....	2, 662	2, 587	337	130.3	75	2.8
Under 20.....	112	108	28	259.3	4	3.6
20 to 24.....	737	725	93	128.3	12	1.6
25 to 29.....	853	833	95	114.0	20	2.3
30 to 39.....	840	809	105	129.8	81	3.7
40 and over.....	120	112	16	142.9	8	6.7

ORDER OF BIRTH.

. Another physical factor which undoubtedly influences infant mortality is the order of birth. According to the results of this study the third child had the best chance of survival and the second the next best chance. The infant mortality rate for first and fourth born children was comparatively high, and the rates for sixth, seventh, and later born children were very high.

The infant mortality rate for first-born children of native mothers was comparatively low—only 81—while that for first-born children of foreign-born mothers was 166.2.

TABLE XIV.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to number in order of birth.

Number in order of birth.	Total births.	Live births.	Infant deaths.	Infant mortality rate.	Stillbirths.	
					Total.	Per cent of total births.
All mothers.....	2, 662	2, 587	337	130.3	75	2.8
First.....	638	614	81	131.9	24	3.8
Second.....	542	531	58	109.2	11	2.0
Third.....	416	407	42	103.2	9	2.2
Fourth.....	338	336	45	133.9	2	0.6
Fifth.....	218	212	24	113.2	6	2.8
Sixth.....	141	138	23	166.7	3	2.1
Seventh.....	109	103	17	165.0	6	5.5
Eighth and later.....	260	246	47	191.1	14	5.4

PLURAL BIRTHS.

Mothers of the infants born in the selected year had, including births previous to the selected year, a total of 9,340 births.¹ Among these were 152 twins and triplets—73 sets of twins and 2 sets of triplets. One in every 61 births was a plural birth. A classification of plural births according to age of mother indicates that the older mothers were more likely to have plural births than the younger mothers. The per cent of infants who were twins and triplets among the total infants born to mothers of the various age groups increased from less than 1 per cent for mothers under 20 to 6 per cent for mothers over 40.

Among these plural births were 137 live-born twins and triplets; nearly half these (68) died during the first year of life, giving an infant mortality rate for plural births of 496.4. The mortality rate among plural births was between three and four times as high as among single births.

ATTENDANCE AT BIRTH.

Physicians were in attendance at 72.7 per cent of the births of infants included in the New Bedford study; midwives in 23.1 per cent; and relatives, friends, or neighbors in the remaining cases, 4.2 per cent. Of the confinements attended by physicians 115, or 4.3 per cent, occurred in hospitals. Foreign-born mothers employed midwives to a much greater extent than native mothers, influenced perhaps by the customs of the Old World countries from which they came, where midwives are more commonly employed. (See Table XV.)

TABLE XV.—*Number and per cent distribution of births in selected year to mothers of specified nativity, according to attendant at birth.*

Attendant at birth.	Total births.		Births to native mothers.		Births to foreign-born mothers.	
	Number.	Per cent distribution.	Number.	Per cent distribution.	Number.	Per cent distribution.
All classes	2, 662	100.0	753	100.0	1, 909	100.0
Physician.....	1, 934	72.7	698	92.7	1, 236	64.7
Midwife.....	615	23.1	42	5.6	573	30.0
Other, none, or not reported.....	113	4.2	13	1.7	100	5.2

In the foreign-born group 30 per cent of the births were to mothers employing midwives in confinement, while in the native group only 5.6 per cent were to mothers having the same kind of attendant. In Waterbury, where there was a large proportion of foreign-born mothers, 43.4 per cent of the births to foreign-born mothers were to

¹ General Table 12.

those employing midwives; while in Manchester, where the predominating foreign element was French Canadian, the percentage of births to foreign-born mothers having midwives was only 13.6 per cent of all births to foreign-born mothers.

In New Bedford the racial group which had the largest percentage of births attended by midwives was the Portuguese white, with 56.8 per cent; then followed in order the Portuguese Negro, with little over one-half; the Polish, slightly less than one-half; the English, with about 11 per cent; the Irish, Scotch, and Welsh, the Jewish, and the French Canadian with percentages practically negligible. The last group had only 2 births attended by midwives out of a total of 415.

The reason for the employment of midwives by the non-English-speaking mothers was not, as might be supposed at first thought, solely the desire to have an attendant who spoke their language, for in each of the three large foreign groups—the Portuguese, the French Canadian, and the Polish—were physicians of the same nationality. Though many foreign-born mothers did avail themselves of the services of a physician of their own race, the preference of a large proportion of mothers was for the midwife. This preference in many cases was due partly to the lower charge made by the midwife, partly to her practice of giving nursing care and assisting at the housework, but it was due also to the traditions of the nationality group.

INFANT MORTALITY RATES, BY ATTENDANT AT BIRTH.

The infant mortality rate for infants of mothers who were attended by midwives was 169.1; for infants whose mothers were attended at confinement by physicians, 115.5. Of the latter group, infants of mothers attended at home by physicians died at the rate of 117.9, while for those whose mothers had hospital care at confinement the rate was only 75.5.

HOSPITAL FACILITIES.

The hospital facilities for obstetrical cases in New Bedford consisted of four hospitals. The largest hospital had free wards accommodating 19 maternity cases; of course private rooms were to be had, but they were out of the question for the majority of New Bedford mothers, most of whom belonged to mill workers' families. The other hospitals had accommodations for about 12 maternity cases each. For a city the size of New Bedford the free hospital facilities available were entirely inadequate according to modern health standards.

MIDWIVES.

The Massachusetts law ignores the existence of midwives, except in requiring the return of birth certificates for births attended by them.¹ At the time this study was made more than 20 midwives

¹ Laws of 1912, ch. 280, secs. 1 and 2.

were practicing in New Bedford. The following excerpt from "Midwives in Massachusetts,"¹ a study made in 1909, would doubtless have described the situation in 1913, though of course the number practicing in the later year was somewhat larger:

In New Bedford we find 12 women all over 40 years of age and three-fourths of them over 50 years of age, more than half of them illiterate and all but 1 without any obstetrical education. All of these women rendered rather more service to the mother than would have been given by a physician. Additional information showed that only 5 of these women were caring for more than 50 cases a year, while only 3 cared for 150 as a maximum. Their fees ranged from \$2 a case to \$10 a week.

OTHER OR NO ATTENDANT.

One hundred and thirteen of the births in this study occurred without attendance of either doctor or midwife. Five of these were stillbirths. Thirteen of the births were to native mothers and 100 to foreign-born mothers. The attendant in 80 of these cases was the husband, some other relative, a friend, or a neighbor; 32 had no attendant, and in 1 case the attendant was not reported.

PREVENTION OF OPHTHALMIA NEONATORUM.

On account of the danger of ophthalmia neonatorum resulting from unskilled care of the baby at birth, cases of swollen, red, or inflamed eyelids of newly born infants were required by law to be reported to the board of health. The municipal nurse would be sent to cases thus reported and, if necessary, an oculist employed by the board of health visited the case. Since the law became operative and the board assumed the responsibility of caring for these infants, the oculist employed by the board has not lost a single case.²

On account of the large number of Portuguese immigrants a Portuguese-speaking nurse was employed by the board of health.

FEEDING.

The kind of feeding an infant receives during the early months of his life is of great importance in determining his chance of survival. Authorities are agreed that mother's milk is the best food for infants. Not only is artificial feeding dangerous to the life and health of the infant, but differences in the methods of artificial feeding, in the cleanliness of the milk, and in the care exercised in the preparation of the food also affect the mortality rate. Artificial feeding with clean milk properly modified to meet the requirements of the individual baby is not so harmful to the young infant as artificial feeding with milk not so modified.

¹ Huntington, J. L., M. D.: "Midwives in Massachusetts," in Boston Medical and Surgical Journal, Vol. CLXVII, No. 16, pp. 542-548.

² In 1916 the oculist was made a regular officer of the board of health and paid for full-time work. Previously he had been employed when necessary and compensated by fees.

National and traditional customs and the gainful employment of the mother influence the type of feeding; ignorance plays a large part in the lack of care taken in the preparation of artificial food. Nor is the ill effect of improper food confined entirely to a higher infant mortality rate. The rate is an index of the general health and welfare of the children; the infants artificially fed who live may not be physically as strong as if they had been breast fed.

PROPORTIONS BREAST FED AND ARTIFICIALLY FED.

Of the group of 2,587 live-born infants, 60 died before being fed; 322, or 12.7 per cent of the 2,527 babies who lived to be fed, were artificially fed in the first month. The proportion of infants exclusively breast fed in the first month, 83.8 per cent, gradually decreased from month to month, as a larger and larger number were fed wholly or partly with artificial food. The shift in the proportions is shown in Table XVI. By the middle of the fifth month of life, about one-half the infants were given breast milk exclusively; in the ninth month only about one-fourth continued to be breast fed. The proportion mixed fed, that is, receiving some breast milk in addition to artificial food, gradually increased until it reached one-fourth in the eighth and ninth month. In the ninth month not quite half the babies were receiving artificial food exclusively.¹

TABLE XVI.—*Infants born in selected year and surviving at end of specified month, and number and per cent fed in specified way during the month, by month of life.*

FEEDING CUSTOMS AND NATIONALITY OF MOTHER.

A comparison of type of feeding by nativity of mother shows that exclusive breast feeding was slightly more prevalent among foreign-born mothers. In the first month 85.2 per cent of the infants of foreign-born mothers were breast fed as contrasted with only 80.1 per cent in the native group. The difference gradually diminishes, until after the sixth month it is negligible. However, the percentage of infants receiving mixed feeding was considerably higher among the foreign-born group than among the native group at 3, 6, and 9 months of age.

A much smaller percentage of the infants of Portuguese mothers than of other foreign nationalities was breast fed, 1

¹ The relation between type of feeding and gainful employment of the mother is discussed later.

even than of the infants of native mothers. The Portuguese contributed the largest proportion of mixed-fed infants; in this nationality group the percentage mixed-fed at the third month was 16.2, while for other foreign it was 7.7, and for infants of native mothers, 5.8. At the sixth month the percentages became, respectively, 22.5, 18.7, and 12.7.¹

If the percentages of both mixed and artificially fed infants are added together, giving the total proportion of infants who received artificial feeding in whole or in part, the Portuguese head the list with 39.9 per cent receiving some artificial feeding in the third month as against 28.5 per cent of infants of other foreign-born mothers and 37.7 per cent of infants of native mothers. In the sixth month, the percentages were 60.2, 52.2, and 55.4, respectively. In the ninth month, which is the customary time for weaning, the difference in this respect between Portuguese and other foreign born was negligible.

INFANT MORTALITY RATES, BY TYPE OF FEEDING.

The difference in mortality of breast-fed and artificially fed infants can be most clearly shown by contrasting the death rates in each month of life. As already pointed out, the mortality gradually declines as the infants grow older; but in each month of life there is a great difference in favor of the breast-fed infants. The death rate for the artificially fed in the first three months was over four times that for the breast-fed infants, with an even greater difference from the fifth to the seventh months; after the seventh, the relative difference was not so great, being only two or three times the mortality among infants receiving breast milk. These figures indicate clearly the superiority of breast feeding. (See Table XVII.)

TABLE XVII.—Deaths in each month per 1,000 survivors at beginning of month and monthly death rates per 1,000 infants fed in specified way, by month of life.^a

Month of life.	Deaths in month per 1,000 survivors at beginning of month.	Deaths in month per 1,000 infants—			
		Breast fed.	Artificially fed.		
			Total.	Native mothers.	Foreign-born mothers.
First.....	b 39.4	11.4	49.7	24.0	66.0
Second.....	12.9	7.0	29.1	22.2	33.2
Third.....	9.8	4.4	26.0	13.5	33.0
Fourth.....	14.0	5.9	28.5	34.4	22.3
Fifth.....	10.4	3.3	24.2	18.1	27.2
Sixth.....	8.4	1.9	15.8	13.8	16.7
Seventh.....	14.0	1.2	23.8	16.0	27.5
Eighth.....	6.5	4.2	9.9	3.0	13.3
Ninth.....	6.5	3.4	10.2	.....	15.1
Tenth to twelfth (average).....	5.4	2.2	7.5	6.6	7.9

^a Derived from General Table 16.
^b The rate given is per 1,000 live births. The rate per 1,000 infants who lived to be fed was 16.6. Sixty infants died not fed.

¹ General Table 15.

The difference between the mortality of breast-fed and artificially fed infants can be summed up in the following computation: If 1,000 infants who lived to be fed are assumed to have been breast fed throughout the first year of life, and the monthly death rates for breast-fed babies are applied successively to the survivors in each month, the infant mortality rate (per 1,000 infants who lived to be fed) would be 48.3. A similar computation for artificially fed would give a rate of 214.2, four and one-half times as great.

The differences in rates for the artificially fed of the different nativity groups is almost as striking as the difference in rates between the breast and the artificially fed. There are many different types of artificial feeding; the mother who gives her baby modified milk in accordance with a physician's prescription, and who observes carefully all the rules for cleanliness and sterilization, is classed as giving artificial feeding as well as the mother who is ignorant of the necessity of providing pure, clean milk or who gives her baby condensed milk, solid food, coffee, or tea. The contrast is well illustrated in the following descriptions of the feeding of two infants, both classed as artificially fed. When Baby A cried, his milk bottle was picked up from the dirty floor, partly filled with condensed milk from the can, then placed under the faucet and filled up with water. The nipple was also recovered from the floor, and Baby A was fed. For Baby B the bottles were kept sterilized; the milk, the best obtainable, was modified in accordance with a physician's directions and the ingredients of the formula were carefully measured; the temperature was properly regulated. Baby B was fed at regular intervals; he was seen at least once a week by a doctor, and the milk formula was changed when necessary. Both these babies were "artificially fed."

The contrast in the death rates for artificially fed infants of native and of foreign-born mothers is due probably in large part to differences in the method of feeding such as have been described. The rate for the foreign born is largely influenced by the heavy mortality among the babies of Portuguese white mothers, so large a proportion of whom were both illiterate and unable to speak English. As already pointed out, a larger percentage of infants in the Portuguese group was artificially fed throughout the first nine months than of infants in the remainder of the foreign group. Yet the native mother, in even a larger proportion of instances than the Portuguese mother, fed her baby artificially, while the death rate, though much higher than the rate for the breast-fed infants, was considerably lower than for the babies of the Portuguese mothers.

By applying the rates in each group to 1,000 infants who long enough to be fed, an infant mortality rate of 153.2 for artificially fed infants of native mothers can be contrasted with 247.1 for artificially fed infants of foreign-born mothers.

same type of feeding, the infants of foreign-born mothers died at a rate one and one-half times as great as that for the infants of the native group.

FEEDING IN RELATION TO CAUSE OF DEATH.

The large percentage of infants artificially fed, in whole or in part, among the Portuguese group probably accounts for the very large proportion of deaths from gastric and intestinal causes among these infants.

It was noted in an earlier section of the report that the mortality in New Bedford from gastric and intestinal causes was exceedingly high, and that over half the deaths among the infants of Portuguese mothers were from this cause.

ECONOMIC FACTORS.

The chief product of manufacture in New Bedford was cotton textiles. In this industry were many occupations requiring unskilled and semiskilled labor, and wages were generally low. Besides the cotton mills, which at the time of the study numbered over 30, there were the large establishments of a drill and machine company, a shoe factory, a silverware and glass factory, a cordage company, and a biscuit factory. In addition were several smaller factories manufacturing copper rolls, silks, ropes, lines, iron and brass screws, and sperm and whale oils.

OCCUPATION OF FATHER.

The commercial and industrial character of New Bedford is well illustrated in Table XVIII, which classifies births according to the industry in which the father was employed. Comparatively few fathers were engaged in trade, transportation, or clerical and professional service, while approximately 65 per cent were in manufacturing and mechanical industries, including 41 per cent in cotton mills alone.

TABLE XVIII.—Births in selected year, according to industry or occupation of father.

Industry or occupation of father.	Births.
All classes.....	2,662
Manufacturing and mechanical industries.....	1,730
Cotton mills.....	1,091
Other than cotton mills.....	639
Trade.....	354
Transportation.....	178
Domestic and personal service.....	120
Public service.....	83
Agriculture, fishing, and mining.....	73
Clerical occupations (all industries).....	55
Professional and semiprofessional pursuits.....	33
Not reported ^a	36

^a No report on occupation for following reasons: In one instance the father lived on his income; in 35 instances the father did not contribute to the support of the family—including 22 cases in which the father had deserted, 6 in which the father was dead, 5 in which the father was unable to work on account of sickness, the father of one baby was a student, and in one case the reason was not reported.

BASIS OF CLASSIFICATION.

By "father's earnings" is meant the amount actually earned by the father during the year following the birth of the infant. These amounts, therefore, do not represent wage rates, since loss of time due to sickness, slack work, or unemployment was always deducted.

Father's earnings were used as the basis of classifying the families according to economic status. This plan was simpler and was deemed more accurate and satisfactory than an attempt to classify families by the total income which they had received, as this income was sometimes made up not only of earnings but also of receipts from dividends, property, and other investments, from boarders, lodgers, and other sources. The gross income from boarders and lodgers was of course always reported, but it was practically impossible to compute the net income accurately in these cases. The net income from property—that is, the gross income less interest, taxes, insurance, repairs, etc.—was practically always unknown to the mother, who is usually the person who gives the information. In the majority of families the earnings of the fathers determine their economic status. Further, it is easier to secure a correct statement for the father's earnings than for any of the other items which make up income; it was decided, therefore, to adopt as the basis for classification the actual amount earned by the father during the year following the birth of the infant; it is believed that this amount is a sound index of the relative economic position of the family.

DISTRIBUTION OF ECONOMIC GROUPS.

Three-fourths of the infants in this study were in families where the father earned less than \$850 a year. The largest single group of births was that in which the father earned between \$650 and \$849. The births in this group constituted 24 per cent of the total number. (See Table XIX.) Among the factory operatives and laborers the largest single group was that in which the father earned less than \$450 a year.¹ The industrial character of the city and the low scale of wages prevailing are emphasized in these figures. Between 6 and 7 per cent had fathers earning \$1,250 and over. This latter group included, of course, all fathers who were in professional or highly paid commercial pursuits as well as fathers whose salaries were only slightly over \$1,250.

¹ General Table 18.

TABLE XIX.—*Number and per cent distribution of births during selected year to mothers of specified nativity, according to earnings of father.*

Earnings of father.	All mothers.		Native mothers.		Foreign-born mothers.	
	Total births.	Per cent distribution.	Births.	Per cent distribution.	Births.	Per cent distribution.
All classes.....	2,662	100.0	753	100.0	1,909	100.0
Under \$450.....	551	20.7	60	8.0	491	25.7
\$450 to \$549.....	453	17.0	67	8.9	386	20.2
\$550 to \$649.....	387	14.5	107	14.2	280	14.7
\$650 to \$849.....	625	23.5	194	25.8	431	22.6
\$850 to \$1,049.....	308	11.6	146	19.4	162	8.5
\$1,050 to \$1,249.....	85	3.2	44	5.8	41	2.1
\$1,250 and over.....	173	6.5	102	13.5	71	3.7
No earnings.....	36	1.4	17	2.3	19	1.0
Not reported.....	44	1.7	16	2.1	28	1.5

ECONOMIC STATUS AND NATIVITY OF MOTHER.

The economic status of families with native-born mothers was in general higher than of those with foreign-born mothers. Seventeen per cent of births to the native mothers were in families where the fathers earned less than \$550, while 46 per cent of the births to foreign-born mothers belonged in this class. The modal group for native mothers was the one in which the father earned between \$650 and \$849, while the corresponding group for foreign-born mothers was that in which the father earned less than \$450 a year. (See Table XIX.)

INFANT MORTALITY RATES ACCORDING TO FATHER'S EARNINGS.

In Table XX infant mortality rates for the different groups classified according to earnings of the father are given. The infant mortality rates decreased progressively for the higher earnings group, with a single irregularity in group \$850 to \$1,049, reaching the low point of 59.9 for babies whose fathers earned \$1,250 or over. The lowest earnings group, that under \$450, comprising over one-fifth of all births, had an infant mortality rate of 201.9. In the families of the very poor, 20 babies out of every 100 born alive died before reaching their first birthday. In the group earning \$1,250 or over, only 6 out of every 100 babies born alive died under 1 year of age.

TABLE XX.—Births in selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to earnings of father and nativity of mother.

Earnings of father and nativity of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
All mothers.....	2,662	2,587	337	130.3	75	2.8
Under \$450.....	551	530	107	201.9	21	3.8
\$450 to \$549.....	453	442	57	129.0	11	2.4
\$550 to \$649.....	387	380	44	115.8	7	1.8
\$650 to \$849.....	625	610	60	98.4	15	2.4
\$850 to \$1,049.....	308	297	40	134.7	11	3.6
\$1,050 to \$1,249.....	85	84	5	.....	1	.....
\$1,250 and over.....	173	167	10	59.9	6	3.5
No earnings.....	36	34	8	.....	2	.....
No report.....	44	43	6	.....	1	.....
Native mothers.....	753	729	79	108.4	24	3.2
Under \$450.....	60	56	11	.....	4	.....
\$450 to \$549.....	67	65	7	.....	2	.....
\$550 to \$649.....	107	106	14	132.1	1	0.9
\$650 to \$849.....	194	187	19	101.6	7	3.6
\$850 to \$1,049.....	146	141	16	113.5	5	3.4
\$1,050 to \$1,249.....	44	43	1	.....	1	.....
\$1,250 and over.....	102	98	5	.....	4	3.9
No earnings.....	17	17	4	.....	.....	.....
No report.....	16	16	2	.....	.....	.....
Foreign-born mothers.....	1,909	1,858	258	138.9	51	2.7
Under \$450.....	491	474	96	202.5	17	3.5
\$450 to \$549.....	386	377	50	132.6	9	2.3
\$550 to \$649.....	280	274	30	109.5	6	2.1
\$650 to \$849.....	431	423	41	96.9	8	1.9
\$850 to \$1,049.....	162	156	24	153.8	6	3.7
\$1,050 to \$1,249.....	41	41	4	.....	.....	.....
\$1,250 and over.....	71	69	5	.....	2	.....
No earnings.....	19	17	4	.....	2	.....
No report.....	28	27	4	.....	1	.....

^a Not shown where base is less than 100.

This decline in infant mortality rates as the father's earnings increase is not peculiar to New Bedford. Chart V shows graphs for three cities studied by the bureau. In each city—Manchester, Saginaw, and New Bedford—the infant mortality rate decreased from the lowest to the highest earnings groups.

For the infants of both native mothers and foreign-born mothers in New Bedford the same decline in mortality rates by father's earnings appears. In both nativity groups the rates were markedly higher for the low earnings groups, though the rates, based as they are upon fewer cases, show more fluctuations.

COMPARISON OF "UNFAVORABLE" AREA WITH THE REST OF THE CITY.

The majority of the very poor included in the study lived in the so-called "unfavorable" area, consisting of precincts 1, 2, 3, 17, as defined at the time of the study. In these precincts the least accommodations and the cheapest rents were found. The mill workers, the majority of whom belonged in the lower earnings groups, sought homes near the mills. Seventy-two per cent

live births in families in the lowest earnings group, under \$450, were to mothers who lived in this area. It was not until the earnings group \$850 to \$1,049 was reached that the majority of the live births were to mothers who lived outside this area. A smaller proportion of the native mothers lived in the "unfavorable" area than of the foreign-born mothers; a majority of native families lived outside the "unfavorable" area for all earnings groups above \$550, while a majority of foreign-born families in each earnings group lived within this area. This section represented the colonizing ground for most of the large groups of foreigners, and they still clung to their colonies even when a rise in economic status would have permitted them to live in better and more comfortable quarters elsewhere.¹

ECONOMIC STATUS AND SIZE OF FAMILY.

Forty per cent of all babies included in the study were fourth or later births. The average size of the family was 3.8 persons, exclusive of the scheduled baby. The largest families were found in the two groups, \$650 to \$849 and \$850 to \$1,049, each of which had an average of 4 persons per family. In the lowest earnings groups, under \$450 and \$450 to \$549—those in which the problem of making ends meet is the most serious—47.2 per cent of the births occurred in families of four or more persons, exclusive of the baby. For the entire group studied, over one-fourth of the births (28.6 per cent) occurred in families of five or more persons.

In every earnings group the size of the families of the foreign-born mothers was greater than of the corresponding group of native mothers. Even if wages had been relatively the same instead of not so high, the foreign groups would not have been so well off as the corresponding native groups, since the wages had to provide for a larger number.

FATHER'S EARNINGS AND EMPLOYMENT OF MOTHER.

The coincidence of low earnings of the father and gainful employment of the mother seems to indicate that such employment is the result of poverty rather than of custom or preference. Sixty-one per cent of the births to mothers whose husbands earned less than \$450 were to mothers employed during the year following the babies' births. In the higher earnings groups the percentage of mothers employed steadily decreases. In each earnings group a larger percentage of foreign-born than of native mothers were employed at some time during the year after the birth. (See Table XXI.) This excess may be due to the fact that the economic need is relatively greater on account of the large families of the foreign-born mothers.

¹ General Table 20.

Chart V.—INFANT MORTALITY RATES ACCORDING TO FATHER'S EARNINGS FOR THE THREE CITIES SPECIFIED.

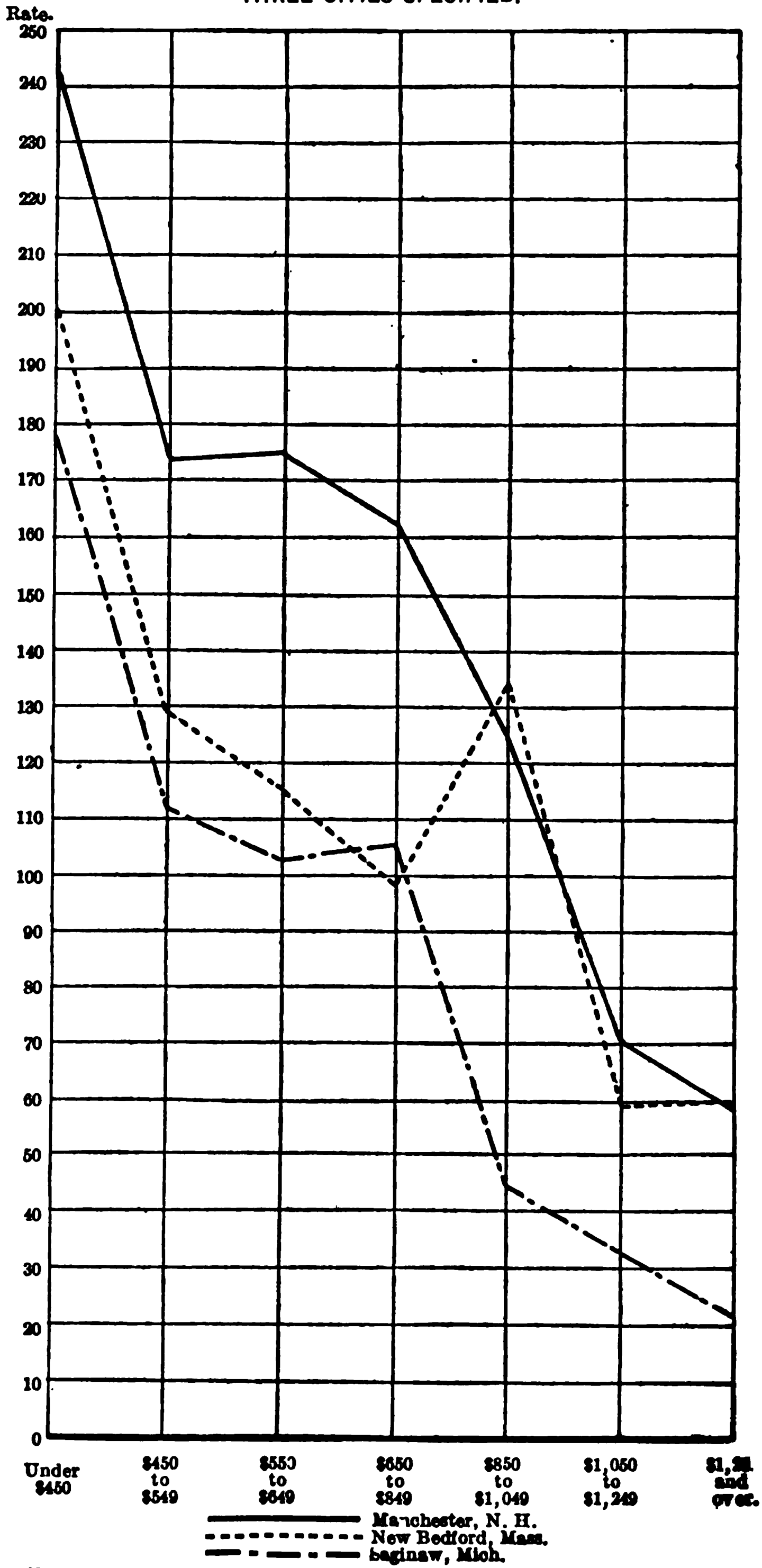


Chart VI.—PERCENTAGE OF MOTHERS GAINFULLY EMPLOYED, BY NATIVITY, ACCORDING TO EARNINGS OF FATHER.

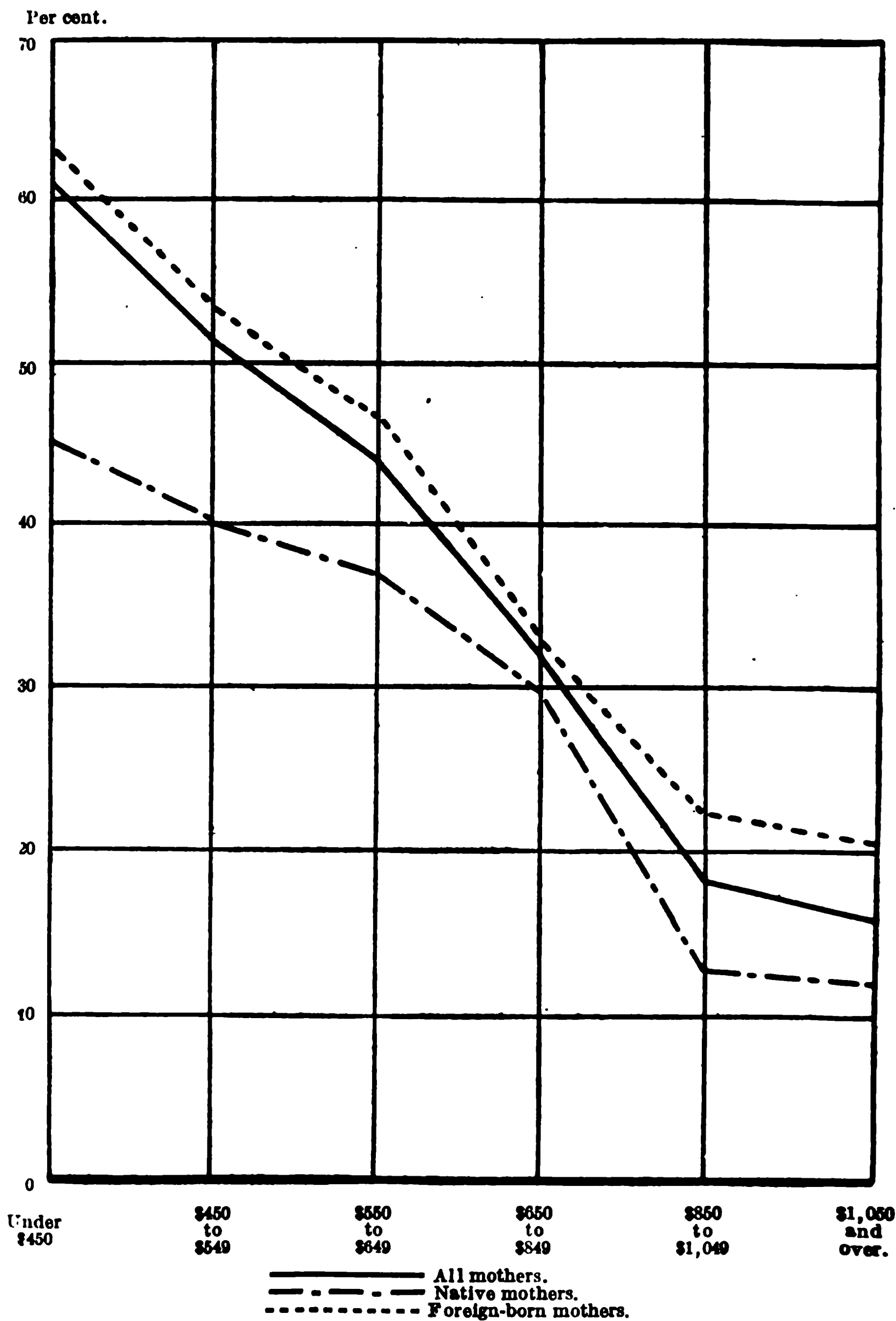


TABLE XXI.—*Births during selected year and number and per cent of births to mothers of specified nativity gainfully employed during year following birth of infant, according to earnings of father.*

Earnings of father.	All mothers.			Native mothers.			Foreign-born mothers.		
	Total births.	Gainfully employed.		Births.	Gainfully employed.		Births.	Gainfully employed.	
		Num-ber.	Per cent. ^a		Num-ber.	Per cent. ^a		Num-ber.	Per cent. ^a
All fathers.....	2,602	1,077	40.5	753	203	27.0	1,909	874	45.8
Under \$450.....	551	337	61.2	60	27	.....	491	310	63.1
\$450 to \$549.....	453	233	51.4	67	27	.....	386	206	53.4
\$550 to \$649.....	387	171	44.2	107	40	37.4	280	131	46.8
\$650 to \$849.....	625	199	31.8	194	58	29.9	431	141	32.7
\$850 to \$1,049.....	308	56	18.2	146	19	13.0	162	37	22.8
\$1,050 and over.....	258	41	15.9	146	18	12.3	112	23	20.5
No earnings.....	36	24	.....	17	8	.....	19	16	.....
No report.....	44	16	.....	16	6	.....	28	10	.....

^a Not shown where base is less than 100.

Chart VI illustrates the decline in per cent of mothers gainfully employed with the improvement in economic status.

GAINFUL EMPLOYMENT OF MOTHER.

The high infant mortality rates prevailing in textile towns, where large numbers of women are employed, suggests that gainful employment of mothers is an important factor in infant mortality. It is difficult to isolate the effect of this single factor and to determine how large a part it plays in maintaining a high infant mortality rate. But by contrasting the group of wage-earning women with the group of mothers not employed the relation between the infant mortality rate and the employment of the mother can be studied.

According to the census,¹ 38 per cent of the wage earners in New Bedford in 1909 were women. This study shows a large proportion of mothers gainfully employed, 47 per cent of the births studied being to mothers gainfully employed during the year preceding the baby's birth and 41 per cent to those so employed the year following. Most of these mothers were gainfully employed both the year before and the year after the birth of their infants.

EMPLOYMENT AND NATIVITY.

A much larger proportion of foreign-born than of native mothers, one-half and one-third, respectively, were gainfully employed during the year before the birth of their babies. Fewer mothers in each group worked after the birth of the infants, but relatively more foreign-born than native mothers.²

CLASSIFICATION OF EMPLOYMENT.

Gainful employment of mothers may be divided into two classes—work at home, including keeping lodgers, dressmaking, millinery, and helping in husband’s business if this place of business adjoins or is practically part of the dwelling place of the mother; and employment away from home, which includes factory and store work, char work, domestic service, and other employments necessitating the mother’s absence from the home. Work away from home would naturally be more detrimental to the welfare of the infant, since it would deprive him of breast feeding and his mother’s care during at least a part of the day.

EMPLOYMENT DURING YEAR PRECEDING BIRTH OF BABY.

During the selected year 1,242 births occurred to mothers employed at some time during the year preceding childbirth, and mothers of 882 of these infants were employed in extradomestic occupations, most of them in the textile mills. The infant mortality rates show a considerable difference in favor of the infants whose mothers were not gainfully employed prior to childbirth. The rate for this group was 108.8, as contrasted with 154.5 for infants of employed mothers. For infants of mothers employed away from home the rate was 167.8, and it was still higher—175.4—for infants of mothers employed in the textile mills. (See Table XXII.)

TABLE XXII.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to employment of mother during the year preceding birth of infant, and nativity of mother.

Employment of mother during year preceding birth of infant, and nativity of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
All mothers.....	2,662	2,587	337	130.3	75	2.8
Not gainfully employed.....	1,420	1,370	149	108.8	50	3.5
Gainfully employed.....	1,242	1,217	188	154.5	25	2.0
At home.....	360	353	43	121.8	7	1.9
Away from home.....	882	864	145	167.8	18	2.0
Native mothers.....	753	729	79	108.4	24	3.2
Not gainfully employed.....	502	484	47	97.1	18	3.6
Gainfully employed.....	251	245	32	130.6	6	2.4
At home.....	72	69	8	(*)	3	(*)
Away from home.....	179	176	24	136.4	3	1.7
Foreign-born mothers.....	1,909	1,858	268	138.9	51	2.7
Not gainfully employed.....	918	886	102	115.1	32	3.5
Gainfully employed.....	991	972	156	160.5	19	1.9
At home.....	288	284	35	123.2	4	1.4
Away from home.....	703	688	121	175.9	15	2.1

^a Not shown where base is less than 100.

An analysis of the length of time before childbirth that employment ceased was made for the 812 births to mothers who worked in the cotton mills. In 8 cases the mother reported either no cessation before confinement or cessation of work the day before the birth of the baby; in 24, less than one month before confinement; and in 168 cases, or 21 per cent, less than three months before. The infant mortality rate for the group whose mothers reported no cessation or cessation of work less than three months before confinement was 184.5, while the rate for infants of gainfully employed mothers who ceased work with a longer interval before confinement was 174.9.¹ The rate is slightly higher for the mothers who worked up to within three months of confinement; but in either case the mortality rate is high for infants of mothers gainfully employed in the cotton mills during pregnancy.

WORK AFTER CHILDBIRTH.

The mothers of 1,077 infants, or 40 per cent of the total included in this study, were gainfully employed at some time during the year following childbirth; in 599 instances, or 56 per cent, the mother was employed away from home.

The story told by one of the mothers of her working day was perhaps typical of the experiences of this group of mothers. She was a weaver in the mill and preferred working to being at home; she also needed the extra money. She worked from 6.45 in the morning until 5.30 in the afternoon and cooked supper, cleaned house, and did her ironing at night. Her mother-in-law, who lived upstairs, took care of the children and cooked the noon meal. This mother had worked in the mill since she was 12. She generally went back to her work two months after a confinement, changing the feeding of the infant at that time from breast to artificial. One child had died at the time of this change; the mother, therefore, fearing the change had caused the death of the child, had given the infant in the study artificial feeding from birth.

Of the 578 live-born infants of mothers employed outside the home, 146 died in the first year of life. The rate, 252.6, characterizes conditions in families where the mother works—over three-fourths of these mothers employed after childbirth in extradomestic employment had also been employed before childbirth; but since deaths that occurred before the mothers went to work are included, it does not show the direct effect of the mother's employment after the baby's birth upon his chance of survival. Of the 146 deaths, 103 occurred before the mother went to work. Clearly, in these cases, the death of the infant can not be attributed to the mother's employment following the baby's birth.

¹ Derived from General Table 22.

The effect upon infant mortality of the mother's employment away from home during the year after the infant's birth may be shown by the following calculation. There were 475 infants who were alive when their mothers commenced or resumed work. If the average infant mortality rate for the city for the remainder of the year had prevailed among them, a total of 29 deaths would have occurred; but actually 43 of these infants died. The ratio of 43 to 29 expresses the extra mortality among these infants of gainfully employed mothers. (See Table XXIII.)

TABLE XXIII.—*Infants born in selected year whose mothers resumed work away from home during specified month of infant's life, average number of subsequent deaths per 100 surviving at beginning of month, actual subsequent deaths, and deaths expected at average rates.*

Month of life of infant during which mother commenced work away from home.	Infants whose mothers commenced work.	Subsequent deaths in year.		
		Average deaths per 100 surviving at beginning of month of life.	Expected at average mortality.	Actual
Total.....	475	.....	28.8	43
First.....	19	^a 11.0	2.1	4
Second.....	66	9.5	6.3	14
Third.....	75	8.3	6.2	9
Fourth.....	66	7.4	4.9	9
Fifth.....	42	6.1	2.6	3
Sixth.....	49	5.1	2.5	1
Seventh.....	41	4.3	1.8	3
Eighth.....	34	2.9	1.0	1
Ninth.....	36	2.3	.8	.....
Tenth.....	30	1.6	.5	.....
Eleventh.....	16	.8	.1	.....
Twelfth.....	1	.4	(b)	.....

^a Per 100 infants who lived to be fed. ^b Less than one-tenth of 1 per cent.

An analysis by age of baby at mother's resumption of work indicates that almost all the excessive mortality occurred among the cases in which the mother took up work away from home when the baby was less than 4 months old. For this group, numbering 226, a total of 20 deaths would have been expected at average rates, but 35 deaths occurred. The mortality was, then, one and three-quarters times the average rate. For the remainder, there was practically no difference between the rate for all the infants included in the study and the rate for the infants whose mothers were gainfully employed during the infant's lifetime. If reliance can be placed upon the indications afforded by these figures, it would appear that early resumption of work by the mother is especially harmful to the welfare of her baby.

GAINFUL EMPLOYMENT OF MOTHER AND FEEDING.

One of the common consequences of a mother's having to seek gainful employment after the birth of her baby is that she is unable to nurse him. Table XXIV shows the relation between the type of feeding and the employment of the mother.

TABLE XXIV.—Per cent artificially fed among infants born in selected year to mothers of specified working status, by selected age of infant.

Age of infant.	Per cent of infants artificially fed.		
	Mothers not gainfully employed before specified time.	Mothers gainfully employed before time specified—	
		At home.	Away from home.
3 months.....	24.3	18.0	45.9
6 months.....	33.4	29.1	68.5
9 months.....	41.7	39.0	73.7

Of the infants of mothers gainfully employed away from home a very large proportion was artifically fed, a proportion about twice as great at 3 and 6 months as for infants whose mothers were not at work. For infants aged 9 months nearly three-fourths of those whose mothers were employed away from home were artifically fed as contrasted with two-fifths for those whose mothers were not at work.

A Portuguese grandmother, who cared for the baby during the day, told of the baby's mother having to go back to the mill when the baby was only 2 weeks old because of the desertion of her husband. For two weeks after returning to work she came home at noon and nursed the baby; after this, however, she decided that when she was tired her milk was not good for the baby and weaned him altogether at the age of 1 month.

The 4-months-old baby of an Italian mother was weaned when his mother returned to her spinning at the mill and was fed a proprietary food and anything else he wished, including ice cream and bananas.

A French-Canadian mother who went back to her work as a weaver three weeks after her baby's birth weaned the baby soon after. The cow's milk which the baby was fed after this time was not suited to him and at 4 months he died of malnutrition.

Another mother (Portuguese) returned to her spinning at the mill three months after the baby's birth. Her milk left her and the baby was weaned. Cow's milk was tried first, then condensed milk, and finally a proprietary food. The baby had convulsions at 4 mont again at 8 months, and at 12 months had convulsions for one mo and died.

That not all the infants of mothers employed away from home were artificially fed was due to the fact that in many instances mothers were employed near their homes. It was possible for these mothers to return at certain periods of the day to nurse their infants, or the infants might be brought to the places of employment.

The fact that 46 per cent of the deaths of infants of mothers who worked in the mills were due to gastric and intestinal diseases while only 25 per cent of the deaths of infants of mothers not at work were from these causes would seem to show that the employment of the mother, as a rule entailing artificial feeding of the infant, was an important factor in causing the great number of deaths from this largely preventable cause.

EMPLOYMENT OF MOTHERS IN COTTON MILLS.

Since 540 of the 578 live births to mothers employed outside the home the year after the birth of the scheduled baby were to mothers who were cotton-mill operatives, a special study was made of this group.

The mothers of 96 of these infants were native, and of 444 foreign born, including 194 Portuguese white.¹ The classification of the 444 foreign-born mothers employed as cotton-mill operatives shows them to be of comparatively recent immigration, with 42 per cent illiterate and 58 per cent unable to speak English. The Portuguese white added the greatest number, proportionately, to the illiterate and non-English-speaking groups. Thirty-three per cent of this nationality group had been in this country less than 5 years, and 31 per cent had been here 10 years or more. Sixty-six per cent were illiterate and 78 per cent could not speak English. Among other foreign-born mothers these factors were not so pronounced; mothers of 55 per cent of the births in the groups of other non-English-speaking nationalities were unable to speak English and 23 per cent were illiterate; mothers of 22 per cent had been in the United States less than five years.²

How great was the economic need which caused this employment of mothers in cotton mills is shown in General Table 28. Practically all the working mothers were in families where the father earned under \$850, there being only 21 instances in the three income groups of over \$850.

In this connection it may be pointed out that in 12 instances of working mothers the mother had been deserted, in 6 cases the father had died, and in 1 case the father was sick the entire year.

¹ General Table 24.

² Derived from General Tables 26 and 27.

LEGISLATION IN REGARD TO EMPLOYMENT OF MOTHER.

Massachusetts is one of four States¹ which in 1913 had laws prohibiting the employment of women immediately before or after confinement. The Massachusetts law² reads:

Section 1. No woman shall knowingly be employed in laboring in a mercantile, manufacturing, or mechanical establishment within two weeks before or four weeks after childbirth.

Section 2. The foregoing section shall be included in the notice with regard to the employment of women now required to be posted in mercantile, manufacturing, and mechanical establishments, and the provisions thereof shall be enforced by the district police.

Section 3. Violations of section one of this act shall be punished by a fine not exceeding one hundred dollars.

Section 4. This act shall take effect on the first day of January, nineteen hundred and twelve.

No adequate provision was made for the enforcement of the law. Practically it can be carried out only where a matron or other person is appointed to see that its provisions are complied with. It could not be expected that the 34 State inspectors, whose territories were so large that it was impossible for them to make the rounds more than once in two or three years, could supervise the enforcement of this law. Only one New Bedford cotton mill employed a matron to see that the proper rest periods were observed.

CIVIC AND SOCIAL FACTORS.**BIRTH REGISTRATION.**

In Massachusetts the city clerks were charged with keeping the records of vital statistics. The State was one of the first admitted into the provisional birth-registration area, established by the United States Bureau of the Census; for inclusion in this area a registration 90 per cent complete is required.³

Physicians and midwives were required under the State law to file with the city clerk a partial report within 48 hours, and a complete report within 15 days, of births which they had attended. The law provided for a fee of 25 cents to be paid the physician or midwife so reporting a birth, and exacted a penalty of a fine not to exceed \$25 for failure to report.⁴ Parents, householders, keepers of institutions, and masters of vessels were also required by law to report to the city clerk any births occurring within their domain, and for failure to report a penalty of a fine not to exceed \$5 was imposed.⁵

¹ Connecticut, Massachusetts, New York, and Vermont.

² Acts of 1911, ch. 229. Approved Mar. 31, 1911.

³ Massachusetts had been admitted into the similarly constituted census area of adequate death registration in 1880.

⁴ Laws 1912, ch. 280, secs. 1 and 2.

⁵ Revised Laws 1902, ch. 29, secs. 6, 7, and 8.

Various methods of checking and supplementing birth returns were in use in the office of the city clerk at New Bedford. Every year, in January, canvassers were appointed who visited every house in the city to ascertain whether any births had occurred there during the previous year. The canvassers' returns were then compared with the birth records already obtained, and any births which had not been registered were then placed on record. This procedure resulted in making the returns more complete. The only difficulty lay in the fact that frequently canvassers' returns were not identified with records already received on account of slight differences in name, date, or place of birth; many births were thus registered twice. In the course of the investigation, 97 registered births were found to be duplicates and 2 were triplicates. In addition to canvassing, the city clerk made a birth entry whenever a death certificate of an infant who was born in New Bedford and for whom he had no birth record was returned to his office. Members of the clergy had been asked to cooperate with the city clerk in his efforts to secure complete birth registration, by furnishing him with copies of their birth or baptismal records.

That the various methods adopted in New Bedford for securing a complete registration of births have been effective is indicated by the fact that of the 3,542 total births found during the investigation to have occurred in 1913, only 49, or 1.4 per cent, were unregistered. It is evident that registration of births for this city is exceptionally thorough.

THE BOARD OF HEALTH.

The board of health as constituted in 1913 had 26 employees in various capacities and was headed by a full-time health officer.¹ Only those of its activities which bear upon infant mortality will be summarized in this report.

It was the duty of one of the two nurses employed by the board of health "to visit the homes of the newly born where midwives have officiated." Many cases of ophthalmia neonatorum in its early stages were discovered and, as already mentioned, specialists were employed to give necessary treatment. During 1913 the nurse made 1,546 visits to homes where births had been reported to the board of health by attending physicians and midwives.²

The mother of every new-born child was mailed a printed circular giving her instructions as to the care of her child during infancy.³ The pamphlets were printed in English, French, Portuguese, and Polish, and emphasized the advantage of breast feeding, light clothing in summer, frequent bathing, fresh air, and medical attention

¹ Municipal Manual, City of New Bedford, Mass., prepared by Charles P. Sawyer, Clerk of Committee, Clerk of Common Council, May 1, 1914; pp. 38 and 39.

² Annual Report of the Board of Health, 1913, City of New Bedford, Mass., pp. 6 and 21.

in case of illness. The department, since 1914, had furnished to mothers copies of a pamphlet, "The Baby and You," supplied by the division of hygiene of the State department of health; additional instructions and explanations were given to the mothers in person by the visiting nurses. In its annual report for 1915, the board of health, in a discussion of "Baby welfare work," states that "the problem of infant mortality demands the best efforts of the department and the community." The report then discusses the various factors related to infant mortality—milk supervision, milk stations, good sanitary conditions, housing, feeding, prenatal conditions, industrial conditions—and concludes that "our main reliance must be placed in educational work. Mothers must be instructed in the care of the baby both before and after it is born. The physician can contribute to this, but as doctors are often not called except at childbirth, and sometimes not even then, other ways of reaching the mothers must be tried. The obvious ways are through printed instructions and public nurses, and of these the latter are by far the more helpful."

Milk supply.

The board of health also has the supervision of the milk supply of New Bedford, the milk ordinance providing that "no person, firm or corporation shall engage in the production, sale, delivery, or distribution of milk in the city of New Bedford except in accordance with the rules and regulations of the board of health of New Bedford."

Practically all the milk sold in New Bedford was produced within a radius of 12 miles, except for a very small amount which was brought in by one producer who lived 21 miles away. The total quantity amounted to about 50,000 quarts daily. Some of it was peddled by the producers themselves, and some was distributed by dealers, but at the time of this study a large part was sold in the form of loose milk by the various stores. The practice of the sale of loose milk has since been prohibited by the board of health.

Only one inspector of the board of health was charged with inspecting dairies and places where milk was sold. He also had to inspect bakeries, slaughterhouses, and stores selling fruit, vegetables, and other provisions.¹ It was obviously impossible for one person to inspect with sufficient frequency over 400 dairy farms, over 150 peddlers, and 300 stores where milk was sold, and to attend to the inspection of other food products besides. During 1913, 303 visits of inspection of dairy farms had been made; the inspector was unable to make the rounds even once a year. The regulations of the board of health covering the production and sale of milk (as revised August

¹ Annual Report of the Board of Health, 1913, City of New Bedford, Mass., pp. 20 and 21.

1913)¹ included provisions that distributors of milk must be licensed annually and that both producer and distributor must proceed in accordance with the regulations prescribed by the board. The principal provisions relating to the handling of milk were the following: Cow stables to be kept clean, well lighted and ventilated, and the tie-ups whitewashed twice a year; the keeping of swine prohibited within 50 feet of any barn or building; the hands of milkers to be washed before milking; milk to be cooled immediately after milking; all utensils used in the sale, delivery, or distribution of milk to be sterilized before using again and certain provisions are included in regard to the rooms in which milk may be stored.

Dealers of milk must furnish the board of health with the list of producers from whom they secure their supply, and samples may be taken from time to time for bacterial count and the premises of the producers may be inspected to determine whether the regulations of the board are complied with.

These regulations failed to include certain provisions which have been designated as "cardinal points" in a good city milk ordinance.² Omissions were as follows:

1. Temperature standards governing the temperature at which milk shall be held on the farm, in transit to the city, in storage, and on delivery wagons.
2. A policy in regard to the control of bovine tuberculosis.
3. Provision for the use of score cards.

Chemical and bacteriological standards and standards for pasteurization, points not covered by the city ordinances, are regulated by the State laws.

Samples of milk were collected by two of the sanitary inspectors and analyzed for bacterial count by the bacteriologist, who gave part time to this duty. In 1913, 633 samples of milk were collected and examined, an average of about 4 samples a year from each peddler. Since the time of the study the city has made tests for butter fats and total solids, as well as for bacterial count; previously the tests for butter fats and total solids were made by State authorities.

The method employed in testing milk was to "centrifuge"; then a "smear" was taken and examined under the microscope. The reports of the bacteriologist for the year 1913³ showed 493 samples below 50,000 per c. c., and 85 above 200,000 per c. c., these figures being approximate only. The majority of the tests took place during the summer months when there was greater chance for pollution of the milk; in the winter months very few tests were made.

¹ Regulations governing the production, care, and sale of milk in New Bedford, as revised and adopted Aug. 9, 1913.

² Parker, Horatio. City Milk Supply, pp. 378 and 379.

³ Annual Report of the Board of Health, 1913, City of New Bedford, p. 12.

A full-time bacteriologist and more than one milk inspector might well be employed to safeguard properly the milk supply. With so high a mortality from gastric and intestinal diseases, more stringent measures to assure clean milk would seem especially urgent.

Care in producing and handling milk has probably improved greatly among the dairies supplying New Bedford in the last few years. Some years prior to this study various public-spirited citizens, realizing the necessity for a clean supply of milk not only to reduce infant mortality but also to prevent diseases of adults, carried on a campaign to teach the dairymen the best methods of keeping milk clean and cool until its delivery in the city. A demonstration wagon was fitted up and visits were made to the whole countryside; actual demonstrations of handling milk were given, with tests showing that the methods were efficient as well as simple. This campaign of education doubtless contributed to more general production of clean milk.

SANITATION.

Water supply.

New Bedford owns and manages its own system of waterworks. Since 1899 the whole water supply has been taken from Great and Little Quitticas Ponds, 11 miles north of the center of the city. The two ponds are connected and from Little Quitticas Pond the water enters a pumping station, first passing through coarse wire screens. From the pumping station it is forced into a reservoir on High Hill in the neighboring town of Dartmouth. From this reservoir, after passing through finer screens, the water flows by gravitation into the city's distributing system.

The use of city water in New Bedford was practically universal. The water board in its annual report for 1914¹ estimated that during the year 103,000 of New Bedford's estimated population of 108,000 were supplied with city water—approximately 95 per cent of the population. Of the families included in this study, 98 per cent were using city water. The remaining 2 per cent, who were using water from dug or driven wells, or in a few cases from springs, were families who lived in the rural area toward the north and west of the city, where water mains had not yet been introduced.

Supervision of the water supply was under the direction of the State board of health, and a chemical analysis of samples was made six times a year. The findings were published in the annual reports of the local water board and in the reports of the State board of health. In general the water supply of New Bedford seemed satisfactory.

Sewerage.

The sewerage system in New Bedford seemed fairly adequate to serve the city. In 1913 it included 110.5 miles of sewers. Since sections not supplied with sewers were for the most part rural

¹ Annual Report of the Water Board of the City of New Bedford, 1914, p. 67.

character, a comparison of the 110.5 miles of sewers with the 180.6 miles of accepted streets shows a fairly comprehensive provision for the collection of sewage in the city proper.¹ The city engineer estimated that about 95 per cent of the dwellings in New Bedford were connected with the city sewers. Of the dwellings of families covered by this investigation, 97 per cent had sewer-connected sinks, and 94 per cent had toilets connected with the sewer.

Toilets.

At the request of the agent for the board of health the city assessors, when they went their rounds in the early part of 1914, counted the yard privies and reported 171. Making allowance for the probable incompleteness of the assessors' returns, the board of health agent estimated that there were in New Bedford on April 1, 1914, approximately 200 yard privies. In general, these privies existed only in places where sewerage facilities were inadequate—that is, in a very few sections in the outlying districts. In this study there were found 132 privies, only 2 of which were connected with a cesspool, and one dwelling which had no toilet.² This showing indicates that the city had made satisfactory progress in providing sewer connections for its dwellings and in banishing the objectionable yard privies.

Sewage disposal.

The system in operation in 1913, the year of the study, was essentially as follows: The sewers, some carrying only household and manufacturing wastes and some carrying storm water in addition, discharged from 31 outlets into the Acushnet River and from 16 outlets into Clarks Cove. The outlets into the Acushnet River, located in many cases close to the shore ends of docks, discharged the sewage into quiet and shallow waters where the current was not strong enough to carry it off properly. These outlets caused a considerable pollution of the shore waters of the Acushnet; offensive odors were constantly in evidence and were particularly objectionable near the points of discharge between long wharves. The Clarks Cove situation was even worse, for into this very shallow arm of the bay the sewage and drainage of a thickly settled residential section were discharged. With the completion of the new intercepting system in 1916, these objectionable features have been removed.

At the time of the study a new system of sewage disposal was under construction; begun in 1911, it was finally completed in 1916. Briefly outlined, the new system collects all sewage at points near the water front and conducts it to Buzzards Bay, where it is discharged into deep water 3,300 feet from shore. The sewage is thus dispersed and diluted by the waters of the bay without danger of creating a nuisance or of causing pollution of the water front of towns along the shore.

¹ Annual Report of Superintendent of Streets, 1913, City of New Bedford, p. 4.

² General Table 29.

Disposal of ashes, refuse, and garbage.

The collection and disposal of ashes was under the supervision of the street department. Collection of ashes and other refuse was made once a week and the waste material hauled to dumps and used to fill in low land.

The dumps in New Bedford seemed to be unnecessarily numerous and unnecessarily near city dwellings. In addition to the dozen city dumps vacant lots in various sections of the city had accumulated deposits of refuse which were not only unsightly but particularly objectionable in that the children of the neighborhood used them as playgrounds. Plate 13 shows one of these dumps with a row of dwellings opposite and the street littered with scraps of paper and refuse. Many complaints had been made of the nuisances caused by these dumps, and the street department, police, and board of health were cooperating in attempting to improve them. Before land could be used as a dump a permit had to be secured from the board of health.

The collection and disposal of garbage was under the supervision of the board of health.¹ A private company held a 10-year contract for the disposal of garbage and night soil, and they sublet the contract for its collection and removal. Garbage was collected twice a week from November 1 to May 1, and three times a week from May 1 to November 1. From hotels and restaurants it was collected every day.

The extractor plant was located on the outskirts of the city, far enough away from dwellings to be unobjectionable. At the extractor plant grease and other products were extracted from the garbage.

Paving streets.

Approximately two-thirds of New Bedford's 181 miles of accepted streets were paved. Four-fifths of the paved streets were macadamized.² On a few of the older streets near the river and in the center of the city, and on the thoroughfares running west, cobblestone pavements were found, the stones usually very large and unevenly laid.³ The newer roads near the outskirts of the town were not paved at all.

Cleaning, sprinkling, and oiling streets.

Macadam and dirt roads and gutters were cleaned by street brooms two or three times a year; paved streets were cleaned mostly by hand or by the "patrol" system. Streets were sprinkled or oiled from about the 1st of April until the 1st of October. Where the traffic was heavy the streets were oiled four times a year.

¹ The contract for the disposal of garbage has been under the direction of the board of health and the contract for the collection of garbage has been under the highway department since 1916.

² Annual Report of Superintendent of Streets, 1913, City of New Bedford, p. 4.

³ Since 1913 nearly all these streets have been repaved with stone-block pavements on a concrete base and grouted with cement (Hassam process).

SOCIAL AGENCIES.

Instructive Nurses Association.

The Instructive Nurses Association, besides carrying on the usual work of such an institution, maintained two infant-welfare stations during the summer months. In 1913 these stations were located in two schoolhouses, one in the north end in precinct 3,¹ where the majority of the Polish mothers, some of the French-Canadian, and many Portuguese-white mothers lived, the other in the south end on the border line between precincts 13 and 17. The latter station was accessible to the big colony of Portuguese-white and colored mothers who lived in this section of the city.

These stations were opened in 1913 from July 6 until September 26, and in both stations together 379 babies under 1 year were enrolled during that period. Three nurses had charge of the work at each station, and doctors contributed their services for clinics at stated hours during the week.

Milk is modified and pasteurized at the dairy by a graduate nurse, also in the homes when so ordered by the attending physician. Since 1913 another station in the south end has been added. The money for the support of these stations was raised by private subscription.

This association has been doing prenatal work for the past eight years, or since 1911. The nursing service of one of the more important life-insurance companies is furnished through the nurses association, which in this way is able to give the expectant mothers who are insured in this company advice and treatment.

BOARDING HOMES.

The law of Massachusetts ² provides that any person who keeps in return for reward more than one infant not related to him by blood or marriage must be licensed. These infant-boarding homes are under the control of the State board of charity. The law requires that the State board must be notified whenever an infant under 2 years of age is received for compensation by any person not related by blood or marriage. Licenses are granted by the State board of charity after the application has been approved by the local board of health. At the time of this study six infant-boarding homes in New Bedford were licensed.

The lack of official supervision of homes where babies are cared for during the day hours only was one of the conditions which needed attention in New Bedford. Since the time of the study a new day-nursery law has gone into effect (July 26, 1919) requiring that places receiving three or more infants during the day shall be licensed by the board of health.

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.

² Revised Laws 1902, ch. 83, sec. 2.

HOUSING.

The effect of housing on the life and health of infants can be shown only very imperfectly in a statistical study of this kind. Defective housing conditions, lack of fresh air, overcrowding, and exposure to infection through defective sanitary arrangements may influence infant health or infant mortality. It is possible to obtain certain definite facts regarding the number of rooms in the dwelling, number of persons per room, toilet facilities, water and sewerage arrangements—facts which lend themselves readily to statistical presentation—and to show the proportion of the infants included in the study who lived under favorable or under unfavorable housing conditions. But it is relatively difficult to measure the influence of housing conditions on infant welfare, since these factors are so complex.

The discussion of housing is presented in two parts—first, a general survey of housing conditions throughout the city, to indicate the prevalence of housing defects in the city; and second, a presentation of housing conditions under which the infants of the study lived.

THE RIVER SECTION.

One of the oldest—and probably the poorest, most congested, and most dilapidated—sections of the city was the strip along the river, extending from the group of mills in the northern end of the city to the mills in precincts 16 and 17¹ in the southern end of the city.

This particular part of the city may be designated as the river section, and it included most of the “unfavorable” area. In the center of this strip was the business district of the city and a long frontage of wharves which extended in both directions to the groups of mills at each end of the city. In one small section near the river the district is low; in one part of this section when the tide rises during especially stormy weather, water has been known to flow over the sidewalks and the doorsteps, but it has generally subsided in a half hour or so. There was practically no home ownership in this section, and rents were as low as accommodations were poor. Here were the most congested parts of the city; a large proportion of the lots were covered by large block houses.

Considerable congestion also existed within the apartments. In many cases a number of families lived together. In this neighborhood one of the agents of the bureau found five-room tenements occupied by from 15 to 18 people. Often the crowding was due to a number of lodgers. In a four-room tenement, just north of the business center, was found a family of seven, where lodgers were taken for 10 cents a night to help pay the \$2.50 a week rental. The father, mother, and four children slept in one room, and one child

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.

in the kitchen; as many lodgers as possible were crowded into the other two rooms, which were filled solidly with cots, six in one room and four in the other. These were in use constantly for day and night shifts. All windows were shut. The rooms were filthy and had a foul odor.

Most of the basement dwellings found were located in this section. Three young children were found living in two small, gloomy, damp rooms in a basement in the north end. In another case, in the southern part of the section, a family of 10 lived in two cellar rooms, but 8 of the 21 children had died. The father was sick and could not work. One older boy supported the family with the aid of the mother, who took in washing. The family had other rooms upstairs, but for the sake of economy in fuel these two dark, cellar rooms were used for cooking, eating, and living rooms; the whole family except one boy slept in these damp cellar rooms.

Types of houses.

In the river section the houses, though uniformly old and in disrepair, were of three types—the mill-house type, the large block type, and the old residence type.

Five groups of mill houses were in this section. The largest was the group of some 30 houses built some time ago by one of the larger mills just north of the plant. These were four-tenement houses, three stories high, with two four-room apartments on each of the first and second floors, one on each side of the house. The occupants of each apartment had the use, also, of two rooms on the third floor, giving each apartment six rooms in all.

A similar group of 50 houses lay to the west of those just mentioned. The houses of these groups were identical except that in the second group there were usually only two stories and two apartments of eight rooms each, four on each floor. This type is shown in Plate II. These houses were built in bleakly symmetrical rows with large undrained courts between, paved only with mud and decorated with clothes poles and fluttering rags. The toilets, damp and dark, were in the cellars, one for every two apartments.

Another group of 27 newer tenements is illustrated in Plate III. These were two-tenement houses with six rooms to the apartment and with a toilet in each adjoining the kitchen. They were placed with the same monotonous regularity but were more sightly because of their new paint.

Other mill houses were scattered in this end of the river district; all were in poor repair; two contained 10 apartments each, with toilets in the cellars.

In the southern end of the river section was a group of 20 mill houses built in two long rows. Neither the street on which they

faced nor the wide court or yard between the rows was paved. Each contained two apartments of six rooms with a toilet for each in the hallway.

Another mill in the south end built 17 houses, some of which are shown in Plate IV. Some of these houses contained two or four tenements each, and three were large boarding houses. The toilets were in the cellar. These were the only mill houses and almost the only tenements in the city made of brick. They were built, not in rows, but facing outward around the four sides of an unpaved and undrained yard. They had recently been sold by the mill which built them.

The large block house was most common along the business thoroughfares, where the first floor was rented as a store. These houses were almost always of frame construction, and those in this district were very old and in bad repair. The hallways were dark and narrow. The toilets were usually in the cellar, reached by steep, narrow stairs at the back of the building. A four-story square tenement in the north end of the river section contained 56 persons above a fish market and a grocery store on the first floor. A building with two tenement houses east of it is shown in Plate V. There was one toilet on each floor in the hall. In all these block tenements the tenants seemed to belong to the drifting or transient element. In many of them lived groups of men without families—Greeks, Poles, Turks, and Syrians.

A particularly bad block is shown in Plate VI; it was two stories high and contained eight small tenements. At one time early in the winter, water stood a foot deep in the cellar.

An interesting house is shown in Plate VII. This had been formerly a seamen's boarding house. At the time of the study it was filled with a very transient population, crowded into small ill-planned apartments. One of the babies included in the study lived in this block. The street along the side of the building was not paved, and both the streets and the yard in the rear were littered with rubbish and garbage.

Many of the old cottages along the business streets had been raised and a store built underneath. This type is illustrated in Plate VIII, where a raised cottage is shown in the foreground, with a block house next to it and a number of raised cottages beyond. The picture was taken in a section sometimes called "Death's Hole."

THE WELL-TO-DO SECTION.

Many of the best residences in the city were quite as old as dilapidated houses in the river section just described, but substantially built in the beginning, they had been kept in good

and were still fine, spacious, old residences. The well-to-do section formed an L slightly to the southwest of the center of the city.

THE NATIVE-COLORED DISTRICT.

North and west of the well-to-do district and almost entirely within the angle of the L which it formed was a section of old houses inhabited at the time of the study by a colony of native-colored people. These houses were probably of about the same date as the houses in the river section and in the well-to-do section already described, but they resembled the dwellings of the former in their dilapidation and ill repair. As a rule they were of one or two stories; there were a number of larger blocks. The streets in this section were not paved. Dry privies were found in the yards.

A unique feature was the gay, picturesque coloring of the houses. In Plate IX the house at the end of the street was of a quiet buff color splashed with bright yellow, with bright blue blinds and steps. A brown house at the left had patches of red, and on the right—next to a dull blue cottage—part of a bright red house was visible.

On the streets near this court were several blocks which housed a large number of families. It is interesting to note that in New Bedford no evidence was found of discrimination against colored persons in regard to the scale of rent or the condition in which the dwellings were kept.

THE NEWER SECTION.

From the southern boundary of the city north to Tarkiln Hill Road, which marked the southern limit of the rural district, stretched the newer section of the city. Along the central part west of the river district stood many comfortable and well-kept-up one and two family houses, each surrounded by its own yard. Toward the south, and also toward the north, the type of house changed to the three and six family tenement house illustrated in Plate X. This type of house, the "three decker," was the prevailing type. These houses averaged five rooms to the apartment and were commonly built flush with the sidewalk. They were of cheap frame construction, had small porches, and varied only in minor details from one another.

The houses near the mills in the southwest part were older and the sanitary accommodations not so good. All had water piped to the kitchen or sink, but the toilets of the older houses were usually in the hallways outside the apartment. The newer houses of this section had a toilet and often a bathtub in each apartment. No dry yard privies and few cellar toilets were reported in this part of the city.

In the southwestern part of this section was "Howland Village," a group of mill-built houses which had been sold to individuals. This

occupation of such houses and the cellars thereof not inconsistent with other laws, as it may deem proper." ¹

An illustration of a common method of meeting the fire regulation in the old remodeled houses is shown in Plate XII. Because two exits were demanded a steep, almost perpendicular staircase was built to connect with a narrow wooden porch along the front of the house. A novel way of meeting this requirement of the law, in the case of one of the larger houses, is illustrated in Plate XIII. Instead of adding a stairway, the front and rear houses were connected by porches; thus the occupants of each house had the use of two stairways. In case fire blocked the stairway in the front house, the occupants of this house could use the stairway at the rear; but if the rear stairway were destroyed by fire the persons in the rear house would have no means of exit, since they would have to pass over the porches to reach the stairways of the front house. In the case of another large block the only means of communication between the front and rear stairways was through a toilet located in the middle of the house and used by occupants in both front and rear tenements. For some of the large lodging and tenement houses fire escapes had been provided, but often they had only wooden landings. These methods of housing prevailed in the river section, where old houses had to be remodeled.

LAND CONGESTION IN RELATION TO HOUSING.

That there was no extensive lot overcrowding in New Bedford was due not to any building regulations but to the fact that in New Bedford the land famine which causes congestion in larger cities had not yet made itself felt. In almost every part of the city except in the business sections patches of unused land were still to be found.

The city had seven parks. The largest two, 88 and 94 acres, respectively, were located one in the extreme western and the other in the northern part of the city. Another park, 23 acres in extent, was located in the south end of the city. The common, covering 7 acres, was a small, green, open space a few minutes' walk from the business center. The other parks were small. Five playgrounds were located in different parks in the city.

REGULATION.

The housing problem in New Bedford may on the whole be condensed to one central question, that of regulation. It was the lack of regulation of the old houses that had allowed the conditions of dilapidation and disrepair to go on unchecked in the river district and parts of the colored district. The lack of regulation of new buildings

¹ Special acts of 1915, ch. 234.

might easily bring to New Bedford the same evils of bad planning and lot congestion which lack of control has brought to other cities. So far as was found in the study there were no windowless rooms in New Bedford, and there were only a few basement apartments in use. The question of congestion in New Bedford was still largely one of crowding within the apartment. There was no land famine; but if the city continues its rapid increase, legislation will be needed to prevent lot congestion. This legislation should not only regulate the building of new tenements but should also cover the proper repairing of old houses so that they may not fall into the insanitary condition now existing in the old districts of New Bedford.

FINDINGS OF THE STUDY.

For infants included in the study certain facts in regard to the dwellings or apartments in which they spent the greater part of their first year or of their lives¹ were noted on the schedule.

Among the homes of the babies in this study the five-room dwelling predominated, 37 per cent of the births occurring in families living in homes of that size. Four-room dwellings were next in number with 28 per cent, making 65 per cent of the births occurring in families that were housed in dwellings of four or five rooms. The rents, too, were not high, ranging from \$2 to \$3 a week for four- and five-room dwellings. Only 17 families lived in dwellings of two rooms, and only 1 family in one room. The last mentioned was a foreign family consisting of three persons.² One hundred and sixty-two, or 6 per cent, of the births occurred in families living in homes of eight or more rooms.

These figures in regard to number of rooms must be taken in connection with the number in the family before any idea of the adequacy of the living quarters of a family can be secured. In the five-room dwellings, for instance, there might be 3 or 10 in the family; the average number of persons per room is the best measure of overcrowding.

Twelve hundred and fifteen, or 46 per cent, of the births were in families having less than one person to a room; the infant mortality rate for this group was 97. For the group which averaged less than two but more than one person to a room the infant mortality rate was 146; this group numbered 1,262, or 47 per cent of the whole number. Six per cent of the families lived in congested conditions, viz, with an average of from two to five persons per room; the infant mortality rate for this last group was 222. There were 34 instances in which the number of persons per room was reported. (See Table XXV.)

¹ For stillbirths the home scheduled was the one in which the mother spent the greater part of pregnancy.

² General Table 30.

TABLE XXV.—Births in selected year, infant deaths, infant mortality rate, and number and per cent of stillbirths, according to average number of persons per room.

Average number of persons per room. ^a	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^b	Stillbirths.	
					Number.	Per cent of total births. ^b
All classes.....	2,062	2,587	337	130.3	75	2.8
Less than 1.....	1,215	1,175	114	97.0	40	3.3
1 but less than 2.....	1,262	1,229	179	145.6	33	2.6
2 but less than 5.....	151	149	33	221.5	2	1.3
Not reported.....	34	34	11	.....	.....	.....

^a Excluding infants born during selected year. ^b Not shown where base is less than 100.

The mortality in these groups must not be considered as caused solely by housing congestion. The families living in conditions of congestion were undoubtedly those with the lowest earnings and the lowest standards of living. Infants in these families were likely to be handicapped by other factors, discussed in the preceding sections of the report, such as artificial feeding or lack of care owing to the employment of the mother outside the home. All these factors must be kept in mind in considering the above rates.

Nativity and housing.

The babies of foreign-born mothers lived usually in more crowded quarters than the babies of native mothers. This condition was caused not so much by the fact that the foreign-born mother rented a smaller dwelling as by the fact that the family was larger. The four- and five-room dwellings were most common among both the nativity groups; but while 64 per cent of babies of native mothers lived in dwellings averaging less than one person to a room, only 38 per cent of the babies of foreign-born mothers had the advantage of similar housing conditions.

Housing in "unfavorable" area.

Practically all the poor housing in New Bedford was found in the "unfavorable" area—precincts 1, 2, 3, 13, and 17.¹ The greatest congestion within the home also occurred in this section. While 57 per cent of the births outside this area occurred in families who lived under comfortable conditions, viz, with less than one person per room, only 37 per cent in this area were in families enjoying like conditions. Seventy-eight per cent of the births occurring in families with two or more ² persons to a room were found in this area.

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.
² Derived from Table XXV and General Table 31.

ILLEGITIMACY.

Infants of unmarried mothers in the city of New Bedford were made the subject of a special study. The conditions under which they live differ from those of a normal family and, though the facts concerning them were not comparable to those concerning infants born in wedlock, the mortality rate and the social and economic conditions surrounding these children are of particular interest.

In the State of Massachusetts the certificate of birth contains no statement in regard to legitimacy. It is contrary to law to return any facts on a birth certificate about the father of a child of illegitimate birth unless both father and mother consent in writing. Not even the name of the father may be made a matter of record. Consequently the omission of the father's name in most cases ¹ indicates that the birth was illegitimate. The total of registered illegitimate births in New Bedford in the selected year was 104, exclusive of 3 foundlings for whom the facts could not be ascertained. The proportion of illegitimate in the total number of registered births was 2.9 per cent. This is a relatively low percentage compared with percentages for foreign countries.² Little American material is available on this point.³

COMPARATIVE RATES FOR MASSACHUSETTS CITIES. .

A compilation of returns of registered births filed in the state-house at Boston shows the percentage of illegitimate to total registered births for the 12 Massachusetts cities with a population (in 1910) of 50,000 and over. New Bedford had the highest percentage of illegitimate births of any city except Boston. The figures quoted are for the year 1914.

	Per cent.
Cambridge.....	0. 1
Lawrence.....	. 9
Somerville.....	1. 1
Lowell.....	1. 5
Springfield.....	1. 5
Fall River.....	1. 6
Brockton.....	1. 8
Lynn.....	1. 8
Worcester.....	2. 1
Holyoke.....	2. 8
New Bedford.....	2. 9
Boston.....	3. 9

The illegitimacy rate for New Bedford for 1914 was the for 1913.

¹ In the course of securing information from the mother, several exceptions to this rule were made.
² *Statistique Internationale du Mouvement de la Population*, 1901-1910.
³ A report entitled "Illegitimacy as a Child-Welfare Problem, Pt. 2: A Study of Original Records. City of Boston and the State of Massachusetts," is in course of preparation by the Children's Bureau.

SECURING OF DATA.

Complete schedules were obtained for 54 of the total of 104 illegitimate births in New Bedford, and for 9 more part of the information was secured, leaving 41 for whom no data could be obtained. The difficulty in securing schedules from the unmarried mothers was due in part to the large number of removals from town of mothers of this group.

INFANT MORTALITY RATE FOR INFANTS OF ILLEGITIMATE BIRTH.

Among the 63 births investigated 2 stillbirths and 18 deaths occurred; in 2 cases it was not reported whether the child survived the first year or not. The infant mortality rate for this group was therefore 305. If the entire group of 101 live births is compared with the 35 known deaths in this group as shown by death certificates, the infant mortality rate was even higher, 347. This rate was over two and a half times as high as the rate for infants of legitimate birth.

Several causes are responsible for the excessive mortality among infants of illegitimate birth. The mother often does not have proper care during pregnancy. After confinement she is in many cases obliged to seek employment to support herself and her child. Many unmarried mothers, in a desire for concealment, arrange to have the infant cared for away from home. Often the child is placed in a cheap boarding home or in an institution, where his chances of survival are diminished. In either case the infant is deprived of breast feeding and a mother's care.

CARE IN CONFINEMENT.

The care received by the unmarried mothers in confinement is shown in the following table:

Total.....	104
In hospitals.....	22
In almshouses.....	2
In private home, by physician.....	42
In private home, by midwife.....	22
In private home, by neighbor.....	4
In private home, no attendant.....	2
Report of care not given.....	10

DISPOSITION OF INFANTS.

Of the 63 infants of illegitimate birth for whom partial or complete schedules were obtained, 6 were stillborn or died in the first two weeks of life; of the remaining 57, 9 lived with both parents, 28 remained with the mothers, 2 were supported by the fathers in the fathers' parental homes, and 18 were placed in institutions, boarded out, cared for by relatives, or adopted. The mortality rates for each

class were high, but the numbers were too small to admit of comparison by groups. The number of removals of these infants before the final disposition as reported above was made may have been a factor in the high mortality among them. There were 36 shifts made, involving 27 babies.

NATIONALITY.

Of the 63 infants for whom nationality data were obtained, 25, or two-fifths, were born to native mothers. Five each were born in the groups of Portuguese white, Portuguese Negro, and French Canadian; and the rest were born in the Polish, English, Irish, and German groups. The large proportion of native white among these mothers is noteworthy, since the percentage of native white among the mothers of legitimate births was only 28.

COURT ACTION.

The father of a child of illegitimate birth, after paternity has been established by a court, is liable under the law of Massachusetts in force since July, 1913, to pay confinement expenses and to "contribute reasonably to the support of the child during minority." Court proceedings were begun in the cases of 16 of the 104 illegitimate births in this study. Five were not brought to trial because the defendant could not be found. In 9 of the remaining 11 cases some provision for the child was made. A very small percentage, then, received aid through court action. Many mothers, of course, do not resort to the court because of the publicity involved and so lose the opportunity of getting such aid as might enable them to keep their children with them.

AGE AND OCCUPATION OF MOTHER.

A classification by age and occupation of mother affords an indication of the special circumstances in which these children of illegitimate birth lived during their first year. In 44 per cent of the 63 cases of illegitimate birth for which information was secured, the mothers were extremely young—under 20; and in only about 16 per cent were the mothers over 30. In 35 cases, or 56 per cent, the mothers worked in cotton mills; in 8, in domestic service; and the mothers of the rest were employed in 13 other occupations. In 5 cases employment was not reported. Only 1 was reported to have had no gainful employment during the year before the child's birth. Ten mothers did not return to work the year after the birth of the infant. The father's occupation was determined in 52 of the cases scheduled; in 11 instances the father worked in the mills, in 2 cases the father did not work, and in the remaining cases various occupations were reported.

¹ Acts of 1913, ch. 563 (in force since July, 1913).

SUMMARY AND CONCLUSIONS.

New Bedford is a manufacturing city whose chief industry is cotton textiles. A large proportion of the population of the city was foreign born, especially Portuguese and French Canadian; a large proportion of women worked in the mills. Wages in New Bedford were low.

INFANT MORTALITY RATE.

The study of infant mortality in New Bedford included a total of 2,662 births. The infant mortality rate for the 2,587 live births was 130.3, a very high rate when compared with the rate of 100 for the birth registration area in 1915. The mortality rate in precincts 1, 2, 3, 13, and 17,¹ constituting the so-called "unfavorable" area, was 156.6 as contrasted with the figure of 94.6 for the rest of the city. In the precincts mentioned were most of the colonies of foreign nationalities, including a very large proportion of the French Canadians, Portuguese, and Poles—groups in which the infant mortality rates were high.

NATIONALITY.

Almost three-fourths of the mothers of the study were foreign born. The mortality rate for infants of foreign-born mothers was 138.9 as contrasted with 108.4 for infants of native mothers. The largest nationality group represented was the Portuguese white, who contributed one-fourth of the births in the selected group, and who had the highest mortality rate in the city, 200.9. The French-Canadian group was next in size: it had an infant mortality rate of 115.5. The Poles had a rate of 119.8, and the English, 100.9.

A large proportion of the foreign-born mothers, and particularly of the Portuguese, were illiterate, or unable to speak English, or both. The mortality rate for infants of illiterate mothers was 188, as contrasted with 107.1 for babies whose mothers could read and write. Among infants born to mothers of non-English-speaking nationalities, the mortality rate for the group whose mothers were able to speak English was 97.4 as contrasted with the rate of 180.4 for those whose mothers were unable to speak English. Mothers of 584 infants could neither read, write, nor speak English. The rate for this group was 203.

CAUSE OF DEATH.

Gastric and intestinal diseases caused 37.1 per cent of all deaths of infants in this study. Compared with other cities studied by the bureau, the mortality rate from gastric and intestinal diseases was nearly four times as high in New Bedford as in Brockton and nearly six

¹ Wards and precincts according to ward and precinct lines existing at the time of the study.

times as high as in Saginaw; in both the textile towns, Manchester and New Bedford, the rate from gastric and intestinal diseases was high, in Manchester even higher than in New Bedford.

The rate from these causes was over three times as high for infants of Portuguese-white mothers as for infants of native mothers.

The mortality from respiratory diseases was higher in New Bedford than in any other city studied by the bureau, although only slightly higher than for Johnstown and Manchester. Practically all the excessive mortality from respiratory and gastric and intestinal diseases was due to the heavy mortality among infants of Portuguese-white mothers.

The rate for deaths from causes peculiar to early infancy was lower in New Bedford than in any city previously studied by the bureau.

ATTENDANT AT BIRTH.

Seventy-three per cent of the births of the study were attended by physicians and 23 per cent by midwives. Among the foreign born 30 per cent of the births were attended by midwives. The Portuguese white had the largest proportion of confinements thus attended.

FEEDING.

The average mortality among artificially fed infants was approximately four and one-half times the rate among infants breast fed. A great difference was shown in the rates for artificially fed infants of native and of foreign-born mothers, the rate for the latter being nearly one and one-half times as high as the rate for the former.

FATHER'S EARNINGS.

Fathers of 41 per cent of the babies in this study worked in the cotton mills during the greater part of the year following the babies' births. Three-fourths of the infants were born in families where the father earned less than \$850 a year.

In the group of infants whose fathers earned less than \$450 a year, comprising over one-fifth of all the births, the infant mortality rate was 201.9. With one exception the rate decreased as the fathers' earnings increased, to the low rate of 59.9 for infants whose fathers earned \$1,250 or over. In the lowest earnings group 1 live-born baby in every 5 died before reaching its first birthday; in the highest earnings group only 1 in 17 died.

GAINFUL EMPLOYMENT OF MOTHER.

Forty-seven per cent of the births were to mothers gainfully employed during the year preceding the baby's birth and 41 per cent to those so employed during the year following. The lower the

With this object in view the Children's Bureau selected a number of cities that offered contrasts in economic, industrial, and social conditions in which to make intensive studies of the conditions of infant life and infant mortality. The choice of the first cities to be studied was limited for practical reasons to cities with accepted birth registration, on account of the facilities afforded by the birth records for ascertaining the residence of the mothers to be interviewed. It was further necessary to choose cities of such size that they could be covered thoroughly within a reasonable time by the few agents available for the work. Certain characteristics of the cities chosen are summarized in Table II. All were manufacturing cities, the populations ranging in 1910 from 50,000 to 100,000. All had a large foreign element. In addition, judging by the provisional figures available when the choice was determined upon, every city with the exception of Brockton had a high infant mortality rate.

TABLE II.—*Population in 1910, infant mortality rates 1910 and 1915, percentage of adult population foreign born, principal foreign nationality, and principal industry of the cities chosen for infant mortality studies.*

City.	Popula- tion in 1910.	Infant mor- tality rates.		Per- centage of adult popula- tion over 20, foreign born. 1910.	Principal foreign nationality. ^c	Principal industry.
		^a 1910	^b 1915			
Johnstown, Pa.....	55,482	165	116	39.9	Varied Slavic ^d	Iron and steel.
Manchester, N. H.....	70,063	193	150	56.1	French-Canadian.....	Cotton textiles.
Brockton, Mass.....	56,878	99	82	37.3	Lithuanian.....	Shoe manufacture.
Saginaw, Mich.....	50,510	145	101	33.7	German.....	Varied industries.
New Bedford, Mass....	96,652	177	143	59.0	Portuguese.....	Cotton textiles.
Waterbury, Conn.....	73,141	149	143	50.5	Italian.....	Brass manufacture.
Akron, Ohio.....	69,067	123	.....	26.0	German.....	Rubber factory.

^a Figures published by the U. S. Bureau of the Census, Bulletin 109, Mortality Statistics, 1910, pp. 18-19, based on provisional figures for births. The rate for Akron, Ohio, was furnished by the Ohio State registrar.

^b U. S. Bureau of the Census, Birth Statistics, 1915, Washington, 1917. The rate for Saginaw, Mich., was based on State (final) figures for births.

^c Principal foreign nationality of mothers of infants included in the infant mortality studies.

^d No particular Slavic group of sufficient importance to mention separately.

Infant mortality rate.

An infant mortality rate expresses the probability of a live-born infant dying before his first birthday and is usually stated as the number of deaths under 1 year per 1,000 live births.¹

The usual approximate method of finding the infant mortality rate for a certain area is to divide the number of registered deaths of infants under 1 year of age occurring in a given calendar year by the number of registered live births in the same year. The number of deaths thus secured includes not only deaths of infants born in the same calendar year, but also some deaths of infants born in the

¹ Stillbirths are omitted from both births and deaths.

preceding year or in a different area; it excludes deaths of infants included in the group of births if the death occurred either in a different area or in the following calendar year. The two numbers—of deaths and births—do not refer to the same group of infants. To avoid this inaccuracy, the method employed by the Children's Bureau in all studies has been to follow each infant born in a given selected year in a certain area for a period of 12 months. The deaths among these infants are then compared to the births. In this way the deaths include no infants not included in the births and the true probability of dying in the first year of life is secured.

The chief difficulty, in practice, in computing infant mortality rates arises from the incompleteness of registration of births and deaths. On account of differences and changes in completeness of registration, it is not always safe to compare infant mortality rates in cities with those in country districts; in one State with those in another; in one city with rates in another; or even to compare rates in one year with those for preceding years in the same city. If the per cent of omissions of deaths under 1 year of age is equal to the per cent of omissions of births, the infant mortality rate, though based on incomplete data, will still be correct. In general, however, death registration is better than birth registration. If birth registration is more defective than registration of infant deaths, the infant mortality will be too high. Inaccuracies will affect not only the general rate for a given area but may affect also the comparability of the rates for different classes within the area. In an analysis of births and deaths by race and nativity classes, if the degree of completeness of registration varies with the different classes, the rates found by dividing the deaths by the births may not be comparable. For the purpose of these investigations comparable rates are essential.

It is not of so much importance that the rate secured shall characterize general conditions of infant mortality for a given area as that rates for the different nativity classes, earnings groups, and other subclasses shall indicate the true differences for the area in the incidence of infant deaths. There are two methods of treating the original data to make them more serviceable for this purpose. One is to exclude the least accurate material, where it is known to be incomplete or inaccurate; the other is to make a selection of material on some unbiased basis and use the data selected as representative of the city. An alternative policy is so to supplement the original data that the figures used include all the evidence applicable to the groups studied in the city.

Certain groups for which the information is inaccurate or incomplete have been excluded in all the studies made by the bureau. The groups for which the rates are most open to question and most di

cult to obtain are illegitimate births, births in families that have moved away, and births to nonresident mothers.

The first of the groups that have been excluded from the general analysis is the group of illegitimate births. The information secured is probably not so complete as for legitimate births; furthermore, it relates to an abnormal family group. Special studies of mortality rates for illegitimate children have been made for one or two cities, but the data can not be considered so satisfactory as those presented in the general analysis.

Births to mothers who moved away in the first year of the infant's life form the second group of exclusions. The information as to the number of deaths that occurred in this group is not complete. Obviously, if the infant moved away from the city after the first few weeks or months of life, his death, if he died, would not be registered in the city. Deaths registered in the city of infants born to mothers who later moved away also have to be excluded. Otherwise the rates would be biased by the exclusion of live births only, with no exclusion of infant deaths to correspond.

A third group of exclusions is the births to nonresident mothers. These were excluded not only on the ground that in most cases the infant did not live in the city during his entire first year of life but also on the ground that the conditions under which nonresident mothers lived prior to coming to the city may be different from those of the average mother in the city. In order to make the rate as characteristic of the city as possible these births were excluded.

Births to mothers who could not be found were also excluded. In such cases the probability was that the mother had moved away. No reliable information could be secured about these cases and hence the only safe policy was to exclude them.

In practice, since the agent's visit always was made after the first anniversary of the birth of the child—in some cases a year or more afterwards—births were excluded if the mother had moved away from the city prior to the agent's visit and could not be found at this time.¹

The data submitted in the report apply, therefore, to births in the city during the selected year to resident married mothers who lived there during the child's first year and were found there at the time of the agent's visit.

¹ The rulings in two special cases might be mentioned: (1) If the mother died during the child's first year, the birth was included if the infant (or, in case of death, his family) had lived in the city during the first year after his birth. (2) In a few cases mother and child were away from the city for a part only of the child's first year, and later moved back and were found by the agent. In the cities first studied agents were not instructed to inquire as to continuous residence in the city. If, however, the fact that the mother had moved away for a period was noted, the birth was excluded in tabulation if the absence from the city had been three months or more.

Though the records for births to resident married mothers are much more complete and satisfactory than for all births in the city, there still remains the difficulty that differences in the completeness of registration for different groups may affect the comparability of rates. If all births and all infant deaths were registered, the rates for these groups would be correct. It was found, however, in examining the birth and death certificates that occasionally a death had been registered of an infant born in the city whose birth had not been recorded. Obviously, the more incomplete the birth records are the more frequently such cases would occur.

There were three possible methods of meeting this difficulty. The first was to accept these death records and treat them as if the births had been recorded. The second was to make a selection of births and include only deaths among the births selected, the obvious basis of selection being the fact of registration of birth. The third was to attempt to complete the records of births and of deaths by a canvass. The first method was rejected in favor of the second and third, on the ground that the inclusion of all these death records would tend to exaggerate the mortality rates.

The second method was followed in Manchester, Brockton, and New Bedford. In Brockton and New Bedford as in other cities in Massachusetts a special canvass was made to check up registration of births during the preceding year. Consequently, in these cities a birth might have been registered either by the physician soon after the birth or by the special canvasser on his visit. All births recorded, whether regularly registered or added by this special canvass, were treated as registered for the purposes of this study.

The third method, or a modification of it, was followed in the other cities studied. In Johnstown, Pa., the original plan was to limit the investigation to registered births in 1911. But during the progress of the investigation it was found that many births to Serbian mothers escaped registration, and it was thought that this group was too important to be omitted entirely. Accordingly, the birth records were supplemented by the baptismal records of the Serbian church, and a canvass was made of the principal Serbian quarter. Agents were instructed to take schedules for any infants found who were born in Johnstown in 1911, even if the birth had not been recorded. In Saginaw the registered births were supplemented by the births secured in various ways—from death certificates, baptismal records, through neighborhood inquiries, and other sources. The agent calling on each mother inquired if there were other children in the neighborhood of about the same age. By these means 116 births to resident married mothers were added. Three unregistered deaths were added to the 113 recorded.

With the general plan of the investigation determined, the more important points in the detailed procedure were as follows: The first step was to copy the birth certificates for the year selected; then the death certificates for the year selected and the year following were examined and the facts as to birth and death for infants born in the year selected were transferred to the schedules. These records usually gave the address of the mother, though not in all cases the present address. In cities where a canvass was made, the actual address of the mother was found directly. If the mother had moved, the agent attempted to learn from the neighbors her present address in the city or whether she had moved away. Most of the information contained in these reports is derived from the answers secured from the mothers interviewed. Since the bureau has no power nor desire to compel answers, the information secured was based on the voluntary statements of the mothers. To the willingness of the mothers to answer all questions and to cooperate in every way is due the completeness of the records; upon this completeness the value of much of the information depends.

In comparing, then, the rates for the group included in the study with the rates for the corresponding calendar year computed in the ordinary manner, the following points must be borne in mind:

First. In rates computed by the ordinary method the deaths and births occur in the same year. In rates for the bureau studies the births in a selected year are compared to the deaths among them. The deaths are scattered over a period of two years, including the selected year and the year following.

Second. Illegitimate births are excluded from these studies.¹ The death rate for illegitimate births is usually considerably higher than the average rate. The rates as shown in these studies, therefore, may be expected to be somewhat lower than the rates as usually computed.

Third. Births to nonresident mothers are excluded in order to make the rates as characteristic as possible of the conditions of the locality studied.

Fourth. Births of infants whose mothers moved away during the year following the birth and deaths that occurred in this group are excluded, because in the absence of data on age at removal it is impossible to use the figures except on the basis of arbitrary assumption. Deaths in the city of infants born elsewhere are also excluded because there is no information on age at migration. This policy, of course, excludes infant deaths in foundling asylums, if the birth did not occur in the city.

¹ Except for Johnstown, where illegitimate births were included.

Fifth. In some of the cities rates are based on the deaths among the registered births. Infant deaths where the birth was not recorded have therefore been omitted, to correspond with the probable omission of infants surviving the first year of life, whose births were not recorded.

Finally, in other cities the birth records have been completed or supplemented by a canvass or by other means. In these cases it is easy to show from the incompleteness of the official records that the rates computed in the usual way on the basis of these records are much less accurate than the rates given in these studies for the included groups.

Live births excluded in New Bedford.

With the foregoing explanation of the method of procedure in mind the significance of the exclusions and the rates for the excluded groups may be more easily grasped. During the selected year there were 3,542 known live births in New Bedford; of these, 346 had moved out of town and no trace of 441 could be found, a total of 787. One hundred and fifty-three of this group died in the first year, giving a rate of 194.4. These deaths registered in the city probably do not include all deaths in this group, since some infants may have died after leaving New Bedford and their deaths have not been recorded in the city.

In 14 instances the births were excluded on account of incomplete or unreliable data; in 4 of these cases the infant died.

Among the 59 live births excluded on account of nonresidence of the mother, 5 deaths occurred in the city. In most cases these mothers probably left the city soon after the birth of the child. The mortality rate, therefore, probably represents an understatement of the true rate for this group.

Forty-nine births to mothers resident in the city both at the time of the infant's birth and at the agent's visit were excluded on the ground of illegitimacy. Fourteen, or over one-fourth, of these babies died before the first birthday. This number, 49, does not represent all the illegitimate births in the city, since others were excluded on grounds of nonresidence or lack of information.

Forty-six births were excluded on the ground that the birth had not been registered. Six of these babies died under 1 year of age. The mortality rate for this group was almost exactly equal to the rate for the births included in the study. Because no attempt was made to supplement records of births by a canvass of the city it was deemed advisable not to include these unregistered births.

TABLE 3.—Number and per cent distribution of deaths among infants born in selected year to mothers of specified nationality, by cause of death.

Cause of death.	All mothers.			Native mothers.			Foreign-born mothers.		
	Total deaths.	Infant mortality rate.	Per cent distribution.	Deaths.	Infant mortality rate.	Per cent distribution.	Deaths.	Infant mortality rate.	Per cent distribution.
All causes.....	337	120.3	100.0	79	108.4	100.0	258	138.9	100.0
Gastric and intestinal diseases.....	125	48.3	37.1	23	31.6	29.1	102	54.9	39.5
Respiratory diseases.....	72	27.8	21.4	13	17.8	16.5	59	31.8	22.9
Malformations.....	12	4.6	3.6	5	6.9	6.3	7	3.8	2.7
Early infancy.....	75	29.0	22.3	34	32.9	30.4	51	27.4	19.9
Premature birth.....	25	9.7	7.4	7	9.6	8.9	18	9.7	7.0
Congenital debility.....	40	15.5	11.9	14	19.2	17.7	26	14.0	10.1
Injuries at birth.....	10	3.9	3.0	3	4.1	3.8	7	3.8	2.7
Epidemic diseases.....	23	8.9	6.8	3	4.1	3.8	20	10.8	7.8
Diseases ill defined or unknown.....	7	2.7	2.1	4	5.5	5.1	3	1.6	1.2
All other causes.....	23	8.9	6.8	7	9.6	8.9	16	8.6	6.2
	Portuguese white.			French Canadian.			All other foreign born.		
All causes.....	134	200.9	100.0	47	115.5	100.0	77	98.2	100.0
Gastric and intestinal diseases.....	68	101.9	50.7	12	29.5	25.5	22	28.1	28.6
Respiratory diseases.....	34	51.0	25.4	7	17.2	14.9	18	23.0	23.4
Malformations.....	1	1.5	0.7	3	7.4	6.4	3	3.8	3.9
Early infancy.....	14	21.0	10.4	17	41.8	36.2	20	25.5	26.0
Premature birth.....	1	1.5	0.7	10	24.6	21.3	7	8.9	9.1
Congenital debility.....	9	13.5	6.7	6	14.7	12.8	11	14.0	14.3
Injuries at birth.....	4	6.0	3.0	1	2.5	2.1	2	2.6	2.6
Epidemic diseases.....	10	15.0	7.5	3	7.4	6.4	7	8.9	9.1
Diseases ill defined or unknown.....	1	1.5	0.7	1	2.5	2.1	1	1.3	1.3
All other causes.....	6	9.0	4.5	4	9.8	8.5	6	7.7	7.8

TABLE 4.—Number and per cent distribution of deaths of infants born in New Bedford in selected year and of infant deaths in the registration area in 1914, by cause of death

* The numbers indicate the classification in the abridged and detailed lists, respectively, of the Manual of the International List of Causes of Death.

† The causes of death included in this list are those used by the U. S. Bureau of the Census (see Mortality Statistics, 1914, p. 680), in classifying the deaths of infants under 1 year. They are those causes of death or groups of causes which are most important at this age. The numbers of the detailed and abridged international lists will facilitate their identification. In order to make discussion of the figures easier, these causes of death have been grouped in eight main groups.

‡ The term gastric and intestinal diseases, as used in the tables and discussion, includes, as above shown, only the diseases of this type which are most important among infants, i. e., diseases of the stomach, diarrhea and enteritis. It does not include all "diseases of the digestive system" as classified under this heading according to the detailed International List.

§ Respiratory diseases, as used in the tables and discussion, similarly, includes only those of the respiratory diseases which are most important among infants, i. e., acute bronchitis, broncho-pneumonia and pneumonia. It does not include all "diseases of the respiratory system" as classified under this heading according to the detailed International List.

¶ Epidemic diseases, as used in the tables and discussion, includes only those of this group which are most important among infants.

TABLE 8.—*Number and per cent distribution of deaths of infants born during selected year to mothers of specified nativity, by age at death.*

Age at death.	All mothers.		Native mothers.		Foreign-born mothers.	
	Number.	Per cent distribution.	Number.	Per cent distribution.	Number.	Per cent distribution.
All ages.....	337	100.0	79	100.0	258	100.0
Less than 1 month.....	102	30.3	29	36.7	73	28.3
Less than 1 day.....	41	12.2	12	15.2	29	11.2
1 day but less than 2.....	9	2.7	3	3.8	6	2.3
2 days but less than 3.....	4	1.2			4	1.6
3 days but less than 7.....	15	4.5	7	8.9	8	3.1
1 week but less than 2.....	15	4.5	2	2.5	13	5.0
2 weeks but less than 1 month.....	18	5.3	5	6.3	13	5.0
1 month but less than 2.....	32	9.5	9	11.4	23	8.9
2 months but less than 3.....	24	7.1	5	6.3	19	7.4
3 months but less than 6.....	79	23.4	19	24.1	60	23.3
6 months but less than 9.....	63	18.7	9	11.4	54	20.9
9 months but less than 12.....	37	11.0	8	10.1	29	11.2

TABLE 9.—*Births from all pregnancies, infant deaths, infant mortality rate, and per cent of stillbirths, according to order of birth and age of mother.*

Order of birth and age of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
All pregnancies.....	9,340	9,073	1,463	161.2	267	2.9
Under 20.....	755	735	171	232.7	20	2.6
20 to 24.....	3,234	3,158	530	167.8	76	2.4
25 to 29.....	2,949	2,868	404	140.9	81	2.7
30 to 34.....	1,555	1,502	214	142.6	53	3.4
35 to 39.....	667	638	109	170.8	29	4.3
40 and over.....	174	166	31	186.7	8	4.6
Not reported.....	6	6	4			
First pregnancy.....	2,625	2,531	404	159.6	94	3.6
Under 20.....	552	539	122	226.3	13	2.4
20 to 24.....	1,379	1,337	206	154.1	42	3.0
25 to 29.....	556	529	61	115.3	27	4.9
30 to 34.....	111	102	11	107.8	9	8.1
35 to 39.....	23	20	3		3	
40 and over.....	4	4	1			
Second pregnancy.....	1,981	1,928	285	147.8	53	2.7
Under 20.....	162	156	36	230.8	6	3.7
20 to 24.....	982	961	152	158.2	21	2.1
25 to 29.....	641	622	79	127.0	19	3.0
30 to 34.....	160	155	14	90.3	5	3.1
35 to 39.....	34	32	4		2	
40 and over.....	2	2				
Third pregnancy.....	1,451	1,421	202	142.2	30	2.1
Under 20.....	38	37	11		1	
20 to 24.....	520	510	91	178.4	10	
25 to 29.....	626	612	76	124.2	1	
30 to 34.....	216	212	22	103.8		
35 to 39.....	46	45	2			
40 and over.....	4	4				
Not reported.....	1	1				

^a Not shown where base is less than 100.

TABLE 9.—*Births from all pregnancies, infant deaths, infant mortality rate, and per cent of stillbirths, according to order of birth and age of mother—Continued.*

Order of birth and age of mother.	Total births.	Live births.	Infant births.	Infant mortality rate.	Stillbirths.	
					Number.	Per cent of total births.
Fourth pregnancy.....	1,038	1,023	158	154.4	15	1.4
Under 20.....	2	2	1			
20 to 24.....	238	236	50	211.9	2	0.8
25 to 29.....	480	472	75	158.9	8	1.7
30 to 34.....	253	252	24	95.2	3	1.2
35 to 39.....	54	53	7		1	
40 and over.....	7	6			1	
Not reported.....	2	2	1			
Fifth pregnancy.....	710	693	104	150.1	17	2.4
Under 20.....	1	1	1			
20 to 24.....	37	36	21		1	
25 to 29.....	307	303	44	145.7	5	1.6
30 to 34.....	233	225	29	128.9	8	3.4
35 to 39.....	66	64	7		2	
40 and over.....	14	13			1	
Not reported.....	2	2	2			
Sixth pregnancy.....	491	473	77	162.8	18	3.7
20 to 24.....	18	18	6			
25 to 29.....	184	179	30	167.6	5	2.7
30 to 34.....	200	190	26	136.8	10	5.0
35 to 39.....	76	74	12		2	
40 and over.....	12	11	2		1	
Not reported.....	1	1	1			
Seventh pregnancy.....	354	339	74	218.3	15	4.2
20 to 24.....	7	7	4			
25 to 29.....	94	93	26		1	
30 to 34.....	152	143	27	188.8	9	5.9
35 to 39.....	93	89	15		4	
40 and over.....	8	7	2		1	
Eighth pregnancy.....	246	236	64	271.2	10	4.1
20 to 24.....	2	2				
25 to 29.....	37	35	6		2	
30 to 34.....	112	108	33	305.6	4	3.6
35 to 39.....	77	74	21		3	
40 and over.....	18	17	4		1	
Ninth pregnancy.....	168	165	36	218.2	1	0.6
20 to 24.....	1	1				
25 to 29.....	17	17	5			
30 to 34.....	65	65	14			
35 to 39.....	63	63	15			
40 and over.....	20	19	2		1	
Tenth pregnancy.....	110	105	19	181.0	5	4.5
25 to 29.....	4	4				
30 to 34.....	27	27	7			
35 to 39.....	56	52	8		4	
40 and over.....	23	22	4		1	

TABLE 10.—*Mothers reporting specified number of stillbirths, according to the number of births to mother.*

Number of births to mother.	Total mothers.	Mothers reporting specified number of stillbirths.				
		None.	1	2	3	5
All mothers	2,604	2,388	176	31	8	1
1	632	608	24			
2	524	500	23	1		
3	406	375	25	6		
4	329	303	24	2		
5	215	193	16	5	1	
6	141	125	12	3	1	
7	106	94	10	2	1	
8	78	61	15	2		
9	62	49	7	3	3	
10	37	29	6		2	
11	25	15	8	2		
12	18	12	4	1		
13	13	10		3		
14	6	6				
15	8	6	1			1
16	1	1				
17	1		1			

TABLE 11.—*Mothers reporting specified number of infant deaths, by number of live births to mother.*

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TABLE 12.—*Total births and number and per cent of plural births resulting from all pregnancies, according to age of mother.*

Age of mother.	Total births.	Plural births.	
		Number	Per cent. ^a
All ages	9,340	152	1.6
Under 20	755	4	.5
20 to 24	3,234	42	1.3
25 to 29	2,949	51	1.7
30 to 34	1,555	30	1.9
35 to 39	667	14	2.1
40 and over	174	11	6.3
Not reported	6		

^a Not shown where base is less than 100.

TABLE 13.—Births during selected year and number and per cent of births to mothers with specified kind of attendant, according to nationality of mother.

Nationality of mother.	Total births.	Attendant at birth.					
		Physician.		Midwife.		Other, none, or not reported.	
		Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
All mothers.....	2,662	1,934	72.7	615	23.1	113	4.2
Native mothers.....	753	698	92.7	42	5.6	13	1.7
Foreign-born mothers.....	1,909	1,236	64.7	573	30.0	100	5.2
Portuguese white.....	685	210	30.7	389	56.8	86	12.6
Portuguese Negro.....	76	33	43.4	40	52.6	3	3.9
French Canadian.....	415	412	99.3	2	.5	1	.2
Canadian (except French)...	27	26	96.3	.....	.....	1	3.7
Polish.....	223	121	54.3	102	45.7	.....	.....
English.....	226	196	86.7	26	11.5	4	1.8
Jewish.....	60	59	98.3	1	1.7	.....	.....
Irish, Scotch, and Welsh ^a ...	70	68	97.1	2	2.9	.....	.....
All other.....	126	111	88.1	11	8.7	4	3.2
Not reported.....	1	.....	.....	.....	.....	1	100.0

^a Including 60 Irish, 8 Scotch, and 2 Welsh.

TABLE 14.—Births in selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to attendant at birth and nativity of mother.

Attendant at birth and nativity of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births.
All mothers.....	2,662	2,587	337	130.3	75	2.8
Physician.....	1,934	1,870	216	115.5	64	3.3
Midwife.....	615	609	103	169.1	6	1.0
Other, none, or not reported.....	113	108	18	166.7	5	4.4
Native mothers.....	753	729	79	108.4	24	3.2
Physician.....	698	677	71	104.9	21	3.0
Midwife.....	42	42	6	.....	.....	.....
Other, none, or not reported.....	13	10	2	.....	3	.....
Foreign-born mothers.....	1,909	1,858	258	138.9	51	2.7
Physician.....	1,236	1,193	145	121.5	43	3.5
Midwife.....	573	567	97	171.1	6	1.0
Other, none, or not reported.....	100	98	16	163.3	2	2.0

^a Not shown where base is less than 100.

TABLE 15.—Number and per cent distribution, by type of feeding, of infants born during selected year and surviving at end of third, sixth, and ninth months, according to nationality of mother.

Type of feeding and nationality of mother.	Infants surviving at end of—					
	Third month.		Sixth month.		Ninth month.	
	Num- ber. ^a	Per cent distri- bution.	Num- ber. ^a	Per cent distri- bution.	Num- ber. ^a	Per cent distri- bution.
All mothers.....	2,429	100.0	2,350	100.0	2,287	100.0
Breast exclusively.....	1,602	66.0	1,054	44.9	594	26.0
Mixed.....	226	9.3	422	18.0	623	27.2
Artificial exclusively.....	600	24.7	873	37.1	1,069	46.7
Not reported.....	1	(^a)	1	(^a)	1	(^a)
Native mothers.....	686	100.0	667	100.0	658	100.0
Breast exclusively.....	427	62.2	297	44.5	163	24.8
Mixed.....	40	5.8	85	12.7	143	21.7
Artificial exclusively.....	219	31.9	285	42.7	352	53.5
Foreign-born mothers.....	1,743	100.0	1,683	100.0	1,629	100.0
Breast exclusively.....	1,175	67.4	757	45.0	431	26.5
Mixed.....	186	10.7	337	20.0	480	29.5
Artificial exclusively.....	381	21.9	588	34.9	717	44.0
Not reported.....	1	0.1	1	0.1	1	0.1
Portuguese-white mothers.....	619	100.0	583	100.0	549	100.0
Breast exclusively.....	372	60.1	232	39.8	146	26.6
Mixed.....	100	16.2	131	22.5	149	27.1
Artificial exclusively.....	147	23.7	220	37.7	254	46.3
Other foreign-born mothers.....	1,124	100.0	1,100	100.0	1,080	100.0
Breast exclusively.....	803	71.4	525	47.7	285	26.4
Mixed.....	86	7.7	206	18.7	331	30.6
Artificial exclusively.....	234	20.8	368	33.5	463	42.9
Not reported.....	1	0.1	1	0.1	1	0.1

^a Excluding one infant with foreign-born mother for whom feeding was not reported.

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*during selected year to mothers of specified nativity and sex—
the month, number and per cent of infants dying subsequently
deaths in specified month of life, according to month of life and
mth.*

TABLE 17.—*Infants born during selected year and surviving at end of 3, 6, and 9 months of age, whose mothers had specified working status, and number and per cent artificially fed, according to nationality of mother.*

TABLE 18.—*Births during selected year in each father's earnings group, according to occupation of father.*

Occupation of father.	Total births.	Earnings of father.								
		Under \$450.	\$450 to \$549.	\$550 to \$649.	\$650 to \$849.	\$850 to \$1,049.	\$1,050 to \$1,249.	\$1,250 and over.	No earnings.	Not reported.
All occupations.....	2,662	551	453	387	625	308	85	173	36	44
Manufacturing and mechanical industries.....	1,730	424	321	257	425	188	44	61	.....	10
Bakers.....	17	.....	4	.....	10	2	.....	1	.....	.....
Blacksmiths.....	12	2	.....	.....	3	4	2	1	.....	.....
Builders and contractors.....	25	1	2	.....	4	8	1	9	.....	.....
Compositors and linotype operators.....	7	2	.....	.....	.....	3	2	.....	.....	.....
Electricians.....	12	.....	.....	1	2	6	2	1	.....	.....
Factory operatives and laborers.....	1,304	349	275	221	298	97	21	21	.....	2
Cotton mills.....	1,091	329	230	190	249	66	11	14	.....	2
Other textile mills.....	31	14	6	2	6	2	1	.....	.....	.....
Metal and glass industries.....	95	16	19	13	23	15	5	4	.....	.....
Shoe industry.....	41	4	10	5	10	6	4	2	.....	.....
Other industries.....	46	6	10	11	10	8	.....	1	.....	.....
Firemen and stationary engineers	54	2	8	3	18	15	4	3	.....	1
Laborers, helpers and apprentices (not in factory).....	41	24	10	2	3	2	.....	.....	.....	.....
Machinists, millwrights, and tool-makers.....	46	.....	1	5	21	15	2	2	.....	.....
Manufacturers, proprietors, managers, and officials.....	27	.....	2	.....	7	3	1	13	.....	1
Shoemakers and cobblers (not in factory).....	9	2	1	2	3	.....	.....	1	.....	.....
Skilled mechanics, building trades	164	21	16	23	53	30	8	8	.....	5
Tailors.....	7	1	1	.....	1	2	1	1	.....	.....
Others in manufacturing and mechanical industries.....	5	.....	1	.....	2	1	.....	.....	.....	1
Trade.....	354	22	48	63	86	49	13	62	.....	11
Bankers, brokers, real estate and insurance agents.....	20	.....	1	.....	5	3	3	7	.....	1
Deliverymen.....	70	6	11	26	18	8	.....	.....	.....	1
Laborers.....	29	9	12	7	1	.....	.....	.....	.....	.....
Retail and wholesale dealers (proprietors, officials, and managers)	144	5	12	11	35	20	6	47	.....	8
Salesmen and commercial travelers.....	85	2	11	17	26	18	3	7	.....	1
Others in trade.....	6	.....	1	2	1	.....	1	1	.....	.....
Transportation.....	178	35	30	27	46	20	4	6	.....	10
Chauffeurs, teamsters, expressmen.....	68	12	15	15	18	4	.....	1	.....	3
Conductors, motormen, locomotive engineers, and trainmen.....	36	2	2	3	12	10	1	3	.....	3
Express, post, telegraph, and telephone employees.....	9	1	.....	.....	2	3	3	.....	.....	.....
Laborers.....	31	3	10	8	8	1	.....	.....	.....	1
Sailors, stevedores, and longshoremen.....	26	16	3	1	2	1	.....	.....	.....	3
Others in transportation.....	8	1	.....	.....	4	1	.....	2	.....	.....
Domestic and personal service.....	120	18	18	19	36	14	3	11	.....	1
Barbers.....	33	3	2	4	18	4	.....	2	.....	.....
Cooks and waiters.....	18	4	5	6	2	1	.....	.....	.....	.....
Janitors and elevator operators.....	24	6	4	3	6	2	2	1	.....	.....
Laborers.....	12	3	5	2	2	.....	.....	.....	.....	.....
Servants.....	14	1	1	2	5	2	.....	3	.....	.....
Others in domestic and personal service.....	10	1	1	2	3	5	1	5	.....	1
Public service.....	83	13	16	8	16	15	12	2	.....	1
Firemen and policemen.....	29	.....	.....	1	5	9	12	1	.....	1
Laborers.....	43	10	14	7	10	2	.....	.....	.....	.....
Others in public service.....	11	3	2	.....	1	4	.....	1	.....	.....

TABLE 18. *Births during selected year in each father's earnings group, according to occupation of father—Continued.*

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^a Including 1 case where the father lived on his income and 35 in which the father did not contribute to the support of the family (23 desertions, 6 deaths, 5 inability to work because of sickness, 1 a student, and in one instance the reason was not reported)

TABLE 19.—*Births during selected year in families of specified number of persons and average number of persons per family, according to earnings of father and nativity of mother.*

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100

12

100

100

4

7

100

4

4

7

100

100

^a Excluding infant born during selected year.^b Infants boarded out.

TABLE 20.—Number and per cent distribution of live births in selected year to mothers of specified nativity in and outside "unfavorable" area, according to earnings of father.

Earnings of father.	Live births to mothers who lived—			
	In "unfavorable" area.		Outside "unfavorable" area.	
	Number.	Per cent distribution.	Number.	Per cent distribution.
All classes.....	1,498	100.0	1,099	100.0
Under \$450.....	390	25.5	150	13.6
\$450 to \$549.....	298	20.0	144	13.1
\$550 to \$649.....	234	15.7	146	13.3
\$650 to \$849.....	316	21.2	294	26.6
\$850 to \$1,049.....	121	8.1	176	16.0
\$1,050 to \$1,249.....	30	2.0	54	4.9
\$1,250 and over.....	65	4.4	162	9.3
No earnings.....	20	1.3	14	1.3
Not reported.....	24	1.6	19	1.7
Native mothers.....	276	100.0	453	100.0
Under \$450.....	30	10.9	26	5.7
\$450 to \$549.....	36	13.0	29	6.4
\$550 to \$649.....	40	16.7	60	13.2
\$650 to \$849.....	74	26.8	113	24.9
\$850 to \$1,049.....	42	15.2	99	21.9
\$1,050 to \$1,249.....	9	3.3	34	7.5
\$1,250 and over.....	25	9.1	73	16.1
No earnings.....	8	2.9	9	2.0
Not reported.....	6	2.2	10	2.2
Foreign-born mothers.....	1,212	100.0	646	100.0
Under \$450.....	350	28.9	124	19.2
\$450 to \$549.....	262	21.6	115	17.8
\$550 to \$649.....	188	15.5	86	13.3
\$650 to \$849.....	242	20.0	181	28.0
\$850 to \$1,049.....	79	6.5	77	11.0
\$1,050 to \$1,249.....	21	1.7	20	3.1
\$1,250 and over.....	40	3.3	29	4.5
No earnings.....	12	1.0	5	0.8
Not reported.....	18	1.5	9	1.4

TABLE 21.—Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to employment of mother during year before birth of infant.

Employment of mother during year before birth of infant.	Total births.	Live births.	Infant deaths.	Infant mortality rate.*	Stillbirths.	
					Number.	Per cent of total births.*
All mothers.....	2,662	2,587	337	130.3	75	2.8
Not gainfully employed.....	1,420	1,370	149	108.8	50	3.5
Gainfully employed.....	1,242	1,217	188	154.5	25	2.0
At home.....	360	353	43	121.8	7	1.9
Keeping lodgers.....	302	296	37	125.0	6	2.0
Other home work.....	58	57	6	.....	1	.....
Away from home.....	882	864	145	167.8	18	2.0
Textile mill operatives.....	820	804	141	175.4	16	2.0
Other factory operatives.....	13	13	.....	.....	.....	.....
Clerks and saleswomen.....	13	12	2	.....	1	.....
Servants, charwomen, etc.....	21	20	1	.....	1	.....
Other occupations.....	15	15	1	.....	.....	.....

* Not shown where base is less than 100.

TABLE 22.—*Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to employment of mother during year preceding birth of infant and interval between cessation of work in cotton mills and confinement.*

Employment of mother during year before birth of infant and interval between cessation of work in cotton mills and confinement.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
All mothers.....	2,662	2,587	837	130.3	75	2.8
Not gainfully employed.....	1,420	1,379	149	108.8	59	3.5
Gainfully employed.....	1,242	1,217	188	154.5	26	2.0
In cotton mills.....	812	798	141	176.7	14	1.7
Ceased work—						
Less than 1 week.....	5	4	2		1	
1 week but less than 1 month.....	19	19	3			
1 month but less than 3 months.....	144	140	34	171.4	4	2.8
3 months but less than 6 months.....	189	188	79	182.8	6	1.5
6 months and over.....	249	246	40	162.6	3	1.2
No cessation.....	5	5	3			
No report.....	1	1				
Other work away from home.....	70	68	4		4	
At home.....	300	283	48	121.8	7	1.9
Native mothers.....	753	729	79	108.4	24	3.2
Not gainfully employed.....	392	484	47	97.1	18	3.6
Gainfully employed.....	251	245	32	130.6	6	2.4
In cotton mills.....	144	142	23	164.9	2	1.4
Ceased work—						
1 month but less than 3 months.....	23	22	2			
3 months but less than 6 months.....	62	61	10		1	
6 months and over.....	66	67	9		1	
No cessation.....	1	1	1			
No report.....	1	1				
Other work away from home.....	35	34	3		1	
At home.....	72	69	8		3	
Foreign-born mothers.....	1,009	1,058	268	125.9	51	2.7
Not gainfully employed.....	918	886	102	115.1	22	2.5
Gainfully employed.....	91	972	156	166.5	19	1.9
In cotton mills.....	666	656	119	181.4	13	1.6
Ceased work—						
Less than 1 week.....	5	4	3		1	
1 week but less than 1 month.....	19	19	3			
1 month but less than 3 months.....	123	118	23	186.4	4	3.3
3 months but less than 6 months.....	327	322	69	186.3	5	1.5
6 months and over.....	191	189	31	164.6	3	1.6
No cessation.....	4	4	1			
Other work away from home.....	35	32	3		3	
At home.....	268	284	35	128.2	4	1.4
Portuguese-white mothers.....	686	667	124	200.9	18	2.6
Not gainfully employed.....	313	302	50	165.6	10	3.2
Gainfully employed.....	373	365	84	230.1	8	2.1
In cotton mills.....	267	261	66	260.6	6	2.3
Ceased work—						
Less than 1 week.....	1	1	1			
1 week but less than 1 month.....	3	3				
1 month but less than 3 months.....	54	53	11		1	
3 months but less than 6 months.....	137	124	34	274.3	3	2.4
6 months and over.....	71	69	19		2	
No cessation.....	1	1				
Other work away from home.....	9	9				
At home.....	107	105	19	181.0	3	1.6

^a Not shown where base is less than 100.

TABLE 22.—*Births during selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to employment of mother during year preceding birth of infant and interval between cessation of work in cotton mills and confinement—Contd.*

Employment of mother during year before birth of infant and interval between cessation of work in cotton mills and confinement.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^a	Stillbirths.	
					Number.	Per cent of total births. ^a
Other foreign-born mothers.....	1,224	1,191	124	104.1	33	2.7
Not gainfully employed.....	606	584	52	89.0	22	3.6
Gainfully employed.....	618	607	72	118.6	11	1.8
In cotton mills.....	411	405	54	133.3	6	1.5
Ceased work—						
Less than 1 week.....	4	3	1	.....	1	.....
1 week but less than 1 month.....	16	16	3	.....	.....	.....
1 month but less than 3 months.....	68	65	11	.....	3	.....
3 months but less than 6 months....	200	198	26	131.3	2	1.0
6 months and over.....	120	120	12	100.0	.....	.....
No cessation.....	3	3	1	.....	.....	.....
Other work away from home.....	26	23	2	.....	3	.....
At home.....	181	179	16	89.4	2	1.1

TABLE 23.—*Live births during selected year, infant deaths, and infant mortality rate, according to employment of mother during year following birth of infant.*

Employment of mother during year following birth of infant.	Live births.	Infant deaths.	Infant mortality rate. ^a
All mothers.....	2,587	337	130.3
Not gainfully employed.....	1,539	142	92.3
Gainfully employed.....	1,048	195	186.1
At home.....	470	49	104.3
Keeping lodgers.....	417	45	107.9
Other homework.....	53	4	.....
Away from home.....	578	146	252.6
Textile-mill operatives.....	543	139	256.0
Other factory operatives.....	4	.....	.....
Clerks and saleswomen.....	11	3	.....
Servants, charwomen, etc.....	13	3	.....
Other occupations.....	7	1	.....

TABLE 24.—*Live births, infant deaths, infant mortality rate, and per cent of deaths from gastric and intestinal diseases, according to employment of mother during year following birth of infant, and infant's age when mother resumed work in cotton mills, and nationality of mother.*

Employment of mother during year following birth of infant, and infant's age when mother resumed work in cotton mills, and nationality of mother.	Live births.	Infant deaths.	Infant mortality rate. ^a	Deaths from gastric and intestinal diseases.	
				Number.	Per cent of all deaths. ^a
All mothers.....	2,587	337	130.3	125	37.1
Not gainfully employed.....	1,539	142	92.3	36	25.4
Gainfully employed.....	1,048	195	186.1	89	45.6
In cotton mills.....	540	138	255.6	63	45.7
Resumed after baby's death.....	97	97	.....	39	.....
Resumed during baby's life.....	443	41	92.6	24	.....
Under 2 weeks.....	2	1	.....	1	.....
2 weeks and under 1 month.....	14	3	.....	2	.....
1 month and under 2.....	58	13	.....	7	.....
2 months and under 3.....	66	7	.....	3	.....
3 months and over.....	303	17	56.1	11	.....
Other work away from home.....	38	8	.....	4	.....
At home.....	470	49	104.3	22	.....

^a Not shown where base is less than 100.

TABLE 24—Live births, infant deaths, infant mortality rate, and per cent of deaths from gastric and intestinal diseases, according to employment of mother during year following birth of infant, and infant's age when mother resumed work in cotton mills, and nationality of mother—Continued.

Employment of mother during year following birth of infant, and infant's age when mother resumed work in cotton mills, and nationality of mother.	Live births.	Infant deaths.	Infant mortality rate. ^a	Deaths from gastric and intestinal diseases.	
				Number.	Per cent of all deaths. ^a
Native mothers.....	729	79	108.4	23	.....
Not gainfully employed.....	534	41	76.8	11	.....
Gainfully employed.....	195	38	194.9	12	.....
In cotton mills.....	96	27	.....	10	.....
Resumed after baby's death.....	20	20	.....	5	.....
Resumed during baby's life.....	76	7	.....	5	.....
Under 2 weeks.....	1	1	.....	1	.....
2 weeks and under 1 month.....	3	1	.....	1	.....
1 month and under 2.....	11	1	.....	1	.....
2 months and under 3.....	9	.....	.....	.....	.....
3 months and over.....	52	4	.....	2	.....
Other work away from home.....	15	5	.....	2	.....
At home.....	84	6	.....	.....	.....
Foreign-born mothers.....	1,858	258	138.9	102	39.5
Not gainfully employed.....	1,005	101	100.5	25	24.8
Gainfully employed.....	853	157	184.1	77	49.0
In cotton mills.....	444	111	250.0	53	47.7
Resumed after baby's death.....	77	77	.....	34	.....
Resumed during baby's life.....	367	34	92.6	19	.....
Under 2 weeks.....	1	.....	.....	.....	.....
2 weeks and under 1 month.....	11	2	.....	1	.....
1 month and under 2.....	47	12	.....	6	.....
2 months and under 3.....	57	7	.....	3	.....
3 months and over.....	251	13	51.8	9	.....
Other work away from home.....	23	3	.....	2	.....
At home.....	386	43	111.4	22	.....
Portuguese-white mothers.....	667	134	200.9	68	50.7
Not gainfully employed.....	321	49	152.6	15	.....
Gainfully employed.....	346	85	245.7	53	.....
In cotton mills.....	194	57	293.8	38	.....
Resumed after baby's death.....	31	31	.....	21	.....
Resumed during baby's life.....	163	26	159.5	17	.....
Under 2 weeks.....	1	.....	.....	.....	.....
2 weeks and under 1 month.....	5	1	.....	1	.....
1 month and under 2.....	31	9	.....	5	.....
2 months and under 3.....	28	5	.....	2	.....
3 months and over.....	98	11	.....	9	.....
Other work away from home.....	8	.....	.....	.....	.....
At home.....	144	28	194.4	15	.....
Other foreign-born mothers.....	1,191	124	104.1	34	27.4
Not gainfully employed.....	684	52	76.0	10	.....
Gainfully employed.....	507	72	142.0	24	.....
In cotton mills.....	250	54	216.0	15	.....
Resumed after baby's death.....	45	46	.....	13	.....
Resumed during baby's life.....	204	8	39.2	2	.....
2 weeks and under 1 month.....	6	1	.....	.....	.....
1 month and under 2.....	16	3	.....	1	.....
2 months and under 3.....	29	2	.....	1	.....
3 months and over.....	153	2	13.1	.....	.....
Other work away from home.....	15	3	.....	2	.....
At home.....	242	15	62.0	7	.....

^a Not shown where base is less than 100.

TABLE 25.—Number and per cent distribution of births during selected year to gainfully employed mothers of specified nativity, according to earnings of mother during year following birth of infant.

Earnings of mother.	All mothers.		Native mothers.		Foreign-born mothers.	
	Total births.	Per cent distribution.	Births.	Per cent distribution.	Births.	Per cent distribution.
All classes.....	1,077	100.0	208	100.0	874	100.0
Under \$150.....	419	38.9	72	35.5	347	39.7
\$150 to \$249.....	269	25.0	43	21.2	226	25.9
\$250 to \$349.....	176	16.3	44	21.7	132	15.1
\$350 to \$449.....	141	13.1	26	12.8	115	13.2
\$450 and over.....	31	2.9	3	1.5	28	3.2
Not reported.....	41	3.8	15	7.4	26	3.0

TABLE 26.—Births in selected year to foreign-born mothers gainfully employed in specified way during year following birth of infant, according to literacy and nationality of mother.

Literacy and nationality of mother.	Births to foreign-born mothers.					
	Total.	Gainfully employed year after confinement.				Not gainfully employed year after confinement.
		Total.	In cotton mills.	Other work away from home.	At home.	
Foreign-born mothers.....	1,909	874	458	25	391	1,035
Able to read and write.....	1,183	497	265	14	218	686
Unable to read and write.....	714	368	191	9	168	346
Not reported.....	12	9	2	2	5	3
Portuguese-white mothers.....	685	354	200	8	146	331
Able to read and write.....	238	119	68	2	49	119
Unable to read and write.....	443	231	132	4	95	212
Not reported.....	4	4	.....	2	2	.....
Other foreign-born mothers.....	1,224	520	258	17	245	704
Able to read and write.....	945	378	197	12	169	567
Unable to read and write.....	271	137	59	5	73	134
Not reported.....	8	5	2	.....	3	3

TABLE 27.—Births in selected year to foreign-born mothers gainfully employed in specified way during year following birth of infant, according to nationality and years of residence of mother in the United States.

Nationality of mother and years in United States.	Births to foreign-born mothers.					
	Total.	Gainfully employed year after confinement.				Not gainfully employed year after confinement.
		Total.	In cotton mills.	Other work away from home.	At home.	
All foreign-born mothers.....	1,909	874	458	25	391	1,035
Less than 3 years.....	189	117	59	5	53	72
3 to 4 years.....	217	116	64	2	50	101
5 to 9 years.....	528	283	153	6	124	245
10 years and over.....	961	353	180	11	162	608
Not reported.....	14	5	2	1	2	9
Portuguese-white mothers.....	685	354	200	8	146	331
Less than 3 years.....	101	72	36	3	33	29
3 to 4 years.....	83	51	30	1	20	32
5 to 9 years.....	233	123	72	1	50	110
10 years and over.....	265	107	62	2	43	158
Not reported.....	3	1	.....	1	.....	2
Other foreign-born mothers.....	1,224	520	258	17	245	704
Less than 3 years.....	88	45	23	2	20	43
3 to 4 years.....	134	65	34	1	30	69
5 to 9 years.....	295	160	81	5	74	135
10 years and over.....	696	246	118	9	119	450
Not reported.....	11	4	2	.....	2	7

TABLE 28.—*Births in selected year to mothers employed in cotton mills during year following confinement, according to specified number of persons in family, and earnings of father and nationality of mother.*

• Excluding infant born during selected year.

TABLE 29.—*Dwellings^a occupied by mothers of specified nativity, according to specified sanitary condition of dwelling.*

Sanitary condition of dwelling.	Dwellings occupied by—		
	All mothers.	Native mothers.	Foreign-born mothers.
Total dwellings.....	2,638	747	1,891
Rooms:			
Clean.....	1,166	404	762
Medium.....	1,249	285	964
Dirty.....	159	36	123
Not reported.....	64	22	42
Water supply:			
City.....	2,586	733	1,853
Dug well.....	27	8	19
Driven well.....	9	2	7
Spring.....	4	1	3
Not reported.....	12	3	9
Type of toilet:			
Water-closet.....	2,502	713	1,789
Wet privy.....	43	6	37
Dry privy.....	87	27	60
Cesspool.....	2		2
No toilet.....	1		1
Not reported.....	3	1	2
Location of toilet:			
In dwelling.....	1,815	555	1,260
On porch.....	19	10	9
In yard.....	137	33	104
In cellar.....	656	147	509
No toilet.....	1		1
Not reported.....	10	2	8
Sewer connection:			
Sink connected.....	2,565	728	1,837
Sink not connected.....	66	17	49
Not reported.....	7	2	5
Toilet connected.....	2,491	709	1,782
Toilet not connected.....	140	36	104
No toilet.....	1		1
Not reported.....	6	2	4

^a Dwelling means place in which family lived during greater part of year following baby's birth, or in case of stillborn child, where mother spent greater part of her period of pregnancy. Difference between number of dwellings and number of births shown in other tables is due to the fact that there were 22 sets of twins, 6 to native mothers and 16 to foreign-born mothers, and 1 set of triplets to foreign-born mother.

TABLE 30.—*Births during selected year in dwellings of specified number of rooms, according to number of persons in dwelling and nativity of mother.*

Number of persons in dwelling.	Number of rooms.		Total.
	1	2	
1	100	100	200
2	100	100	200
3	100	100	200
4	100	100	200
5	100	100	200
6	100	100	200
7	100	100	200
8	100	100	200
9	100	100	200
10	100	100	200
11	100	100	200
12	100	100	200
13	100	100	200
14	100	100	200
15	100	100	200
16	100	100	200
17	100	100	200
18	100	100	200
19	100	100	200
20	100	100	200
21	100	100	200
22	100	100	200
23	100	100	200
24	100	100	200
25	100	100	200
26	100	100	200
27	100	100	200
28	100	100	200
29	100	100	200
30	100	100	200
31	100	100	200
32	100	100	200
33	100	100	200
34	100	100	200
35	100	100	200
36	100	100	200
37	100	100	200
38	100	100	200
39	100	100	200
40	100	100	200
41	100	100	200
42	100	100	200
43	100	100	200
44	100	100	200
45	100	100	200
46	100	100	200
47	100	100	200
48	100	100	200
49	100	100	200
50	100	100	200
51	100	100	200
52	100	100	200
53	100	100	200
54	100	100	200
55	100	100	200
56	100	100	200
57	100	100	200
58	100	100	200
59	100	100	200
60	100	100	200
61	100	100	200
62	100	100	200
63	100	100	200
64	100	100	200
65	100	100	200
66	100	100	200
67	100	100	200
68	100	100	200
69	100	100	200
70	100	100	200
71	100	100	200
72	100	100	200
73	100	100	200
74	100	100	200
75	100	100	200
76	100	100	200
77	100	100	200
78	100	100	200
79	100	100	200
80	100	100	200
81	100	100	200
82	100	100	200
83	100	100	200
84	100	100	200
85	100	100	200
86	100	100	200
87	100	100	200
88	100	100	200
89	100	100	200
90	100	100	200
91	100	100	200
92	100	100	200
93	100	100	200
94	100	100	200
95	100	100	200
96	100	100	200
97	100	100	200
98	100	100	200
99	100	100	200
100	100	100	200

a Excluding infant born during selected year.

TABLE 31.—Births in selected year, infant deaths, infant mortality rate, and per cent of stillbirths, according to number of persons per room in selected area and nativity of mother.

Persons ^a per room and nativity of mother.	Total births.	Live births.	Infant deaths.	Infant mortality rate. ^b	Stillbirths.	
					Number.	Per cent of total births. ^b
All mothers.....	2,662	2,587	337	130.3	75	2.8
In unfavorable area:						
All mothers.....	1,527	1,488	233	156.6	39	2.6
Less than 1.....	565	546	67	122.7	19	3.4
1 but less than 2.....	819	801	129	161.0	18	2.2
2 but less than 3.....	113	111	25	225.2	2	1.8
3 but less than 5.....	5	5	3			
Not reported.....	25	25	9			
Native mothers.....	282	276	38	137.7	6	2.1
Less than 1.....	147	143	12	83.9	4	2.7
1 but less than 2.....	125	124	22	177.4	1	0.8
2 but less than 3.....	10	9	4		1	
Foreign-born mothers.....	1,245	1,212	195	160.9	33	2.7
Less than 1.....	418	403	55	136.5	15	3.6
1 but less than 2.....	694	677	107	158.1	17	2.4
2 but less than 3.....	103	102	21	205.9	1	1.0
3 but less than 5.....	5	5	3			
Not reported.....	25	25	9			
In favorable area:						
All mothers.....	1,135	1,099	104	94.6	36	3.2
Native mothers.....	471	453	41	90.5	18	3.8
Foreign-born mothers.....	664	646	63	97.5	18	2.7

^a Excluding infant born during selected year. ^b Not shown where base is less than 100.

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gastric
birth of
ality of

ant mortality rate, and per cent of deaths from
to employment of mother during year following
other resumed work in cotton mills, and nation-

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	Total births.	Per cent distribution.	Births.	Per cent distribution.	Births.	Per cent distribution.
All classes.....	1,077	100.0	208	100.0	874	100.0
Under \$150.....	419	38.9	72	35.5	347	39.7
\$150 to \$249.....	269	25.0	43	21.2	226	25.9
\$250 to \$349.....	176	16.3	44	21.7	132	15.1
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\$550 and over.....	31	2.9	3	1.5	28	3.2
Not reported.....	41	3.8	15	7.4	26	3.0

TABLE 26.—Births in selected year to foreign-born mothers gainfully employed in specified way during year following birth of infant, according to literacy and nationality of mother.

Literacy and nationality of mother.	Births to foreign-born mothers.					
	Total.	Gainfully employed year after confinement.				Not gainfully employed year after confinement.
		Total.	In cotton mills.	Other work away from home.	At home.	
Foreign-born mothers.....	1,909	874	458	25	391	1,035
Able to read and write.....	1,183	497	265	14	218	686
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TABLE 29.—*Dwellings^a occupied by mothers of specified nativity, according to specified sanitary condition of dwelling.*

Sanitary condition of dwelling.	Dwellings occupied by—		
	All mothers.	Native mothers.	Foreign-born mothers.
Total dwellings.....	2,638	747	1,891
Rooms:			
Clean.....	1,106	404	702
Medium.....	1,249	285	964
Dirty.....	159	36	123
Not reported.....	64	22	42
Water supply:			
City.....	2,586	733	1,853
Dug well.....	27	8	19
Driven well.....	9	2	7
Spring.....	4	1	3
Not reported.....	12	3	9
Type of toilet:			
Water-closet.....	2,302	713	1,589
Wet privy.....	43	6	37
Dry privy.....	87	27	60
Cesspool.....	2		2
No toilet.....	1		1
Not reported.....	3	1	2
Location of toilet:			
In dwelling.....	1,813	555	1,260
On porch.....	19	10	9
In yard.....	137	33	104
In cellar.....	156	147	509
No toilet.....	1		1
Not reported.....	10	2	8
Sewer connection:			
Sink connected.....	2,345	728	1,617
Sink not connected.....	66	17	49
Not reported.....	7	2	5
Toilet connected.....	2,491	709	1,782
Toilet not connected.....	140	36	104
No toilet.....	1		1
Not reported.....	6	2	4

^a Dwelling means place in which family lived during greater part of year following baby's birth, or in case of stillborn child, where mother spent greater part of her period of pregnancy. Difference between number of dwellings and number of births shown in other tables is due to the fact that there were 22 sets of twins, 6 to native mothers and 16 to foreign-born mothers, and 1 set of triplets to foreign-born mother.

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by catching the attention of all sorts of people. The mother who naturally shuns the baby-welfare center had for once the center brought to her in so attractive a form that she was deeply interested and immediately became a convert to the policy of seeking help from the center whenever the baby needed attention.

From Connecticut came the statement:

Perhaps the most far-reaching accomplishment of the Baby Special was the arousing of the small and rural communities to their need for child-welfare work. Before the coming of the Special, many of these communities had thought their children were well taken care of because they had plenty of fresh air and milk. Many of the towns that were so apathetic and indifferent now realize that these things alone do not make for healthy and strong children, and a number are making plans for permanent child-welfare agencies.

Equipment.

The Child-Welfare Special is the name of the big Government truck that is being used as a movable child-welfare station for the purpose of carrying to remote regions the gospel of child hygiene. It was built especially for this purpose, though following in a general way the construction and equipment of the traveling dispensaries used in Cleveland, Ohio; Vermont; Connecticut; New York; and Michigan; and especially of that used by the Chicago Tuberculosis Institute in Cook County, Ill.

The truck weighs 4 tons, has a 35-horsepower engine, and a body mounted on a 1-ton chassis. It stands 6 feet 4 inches high and measures (inside) 6 by 9½ feet. As can be clearly seen in Plate I, there is across the rear, beneath, a box containing a tent, 9 by 9 feet in size, three cots, and a goodly supply of Army blankets for the use of the staff when it is necessary to camp out. At each of the front corners, extending lengthwise, are smaller boxes; one contains tools for the repair and upkeep of the car, together with 100 feet of electric wiring; the other contains household utensils—ladder, ax, spade, broom, collapsible pails, and cooking vessels.

Outside, the truck is a battleship gray in color, with the name "Child Welfare Special, Children's Bureau, U. S. Department of Labor," painted in bright blue letters on each side. The interior is enameled white, thus adding to the appearance of space and neatness. As to equipment, it is amazing to see the ingenious and complete arrangements which would do credit to many a city child-welfare station.

The main body, 6 by 9½ feet, is used for a conference room and is fitted up for the examination of children. Available space is increased by utilizing as a front dressing room the chauffeur's cab and by letting down for a rear dressing room an adjustable annex which folds into the truck while in transit. A glimpse into this rear

dressing room is given in Plate II. This increases the size of the truck to 6 by 14½ feet. These dressing rooms afford complete privacy by means of sliding doors and substantial shades. Comfortable stools for mothers with babies are provided. There is an entrance at one end of the truck and an exit at the other, thus avoiding the confusion and congestion that would result if visitors were obliged to retrace their steps.

During the day the truck is well lighted by means of four windows, 2 feet square, on each side of the car. These are placed sufficiently high to be beyond the reach of prying eyes and are further protected, as are the glass inclosures of the front and rear dressing rooms, by heavy shades matching in color the outside of the truck.

For night work the truck is equally well lighted by two electric systems, one for a current of 6 volts supplied by the truck's own batteries, and the other for 110 volts furnished from a convenient local building. Two heaters supplied from the latter source keep the Special comfortable in moderate weather. In very cold weather, a kerosene heater adds to the comfort of the rear dressing room during the early morning hours.

There is an excellent water supply, provided by a 15-gallon tank placed above the chauffeur's seat and piped to a stationary washstand in a front corner of the car. The washstand is equipped with a faucet and drainpipe. The space above the chauffeur's seat is further utilized for the storage of exhibit material, consisting of a projection machine, films, stereopticon slides, and miniature models showing good ways to bathe, clothe, and feed young children. There is also a large roll of panels, charts, and posters illustrating various phases of child welfare.

Above the wheel housing on one side are cabinets and closets for the storing of an astonishing supply of bulletins and leaflets for distribution. These consist of the publications of the Children's Bureau and other Government departments, and also of those of the State board of health of the State visited. There are also filing cases for records, reports, and the like. Occupying similar space on the opposite side of the truck is a table for the examination of children, the space under the table being filled with large drawers for smocks, sheets, and small blankets for the protection of children during examination; and smaller drawers for stethoscope, tongue depressors, and a stock of celluloid toys for the diversion of timid children. At one end of the conference room are a measuring apparatus, standard scales, adjusted to ounces and provided with an automatically adjustable scale pan for children too young to stand.

Personnel.

The staff required to do this type of work to the best advantage must consist of—

First. A woman physician, preferably a pediatrician with a keen appreciation of social service and public-health methods. She must have also a practical working knowledge of rural people and conditions, understanding their resources and their limitations.

Second. A public-health nurse, especially trained in the care of children, and with the social sense well developed. She must have also a working knowledge of dietetics and keep herself informed as to the foods available in the small rural home.

Third. An advance agent, a person capable of representing her department creditably. She must be able to address prominent citizens or groups, must be a good organizer; at the same time, when her advance work is over, she must be a valuable addition to the staff of the Special, demonstrating the exhibit, supervising the efforts of the committee to keep things running smoothly in the waiting room, and assisting in the clerical work necessary at the end of the day, editing the more or less elaborate medical records kept for statistical purposes. About two weeks before the close of the study in one county, it is necessary for the advance agent to pave the way in the next district, thereby avoiding expensive delays of the Special and its staff.

Fourth. An expert chauffeur, capable of repairing the truck and keeping it in perfect condition; of running the projection machine and of making himself generally useful. Under his guidance, the staff must hold itself in readiness at any time to lend a hand in bridge building, road construction, electrical engineering, and the like.

It is suggested that the staff of such a project be selected with a view to their special fitness for this kind of work; that they be practical, adaptable, with a thorough understanding of rural people and conditions and with an ever-present sense of humor to tide them over the rough places. Above all, they must have an abiding faith in the worth of their work and be prepared to offer results accomplished as a measure of their ability.

Method.

The method adopted by the Child-Welfare Special is to accept the invitation of a State board of health which is interested in cooperating with the Children's Bureau in working out a method of securing better conditions for its children. The fact that there are now divisions of child hygiene in 32 State boards of health, as compared with 6 before January 1, 1917, is significant of a belated but widespread determination to give the child a square deal.

In selecting the counties to be visited, the proportion of rural population, the conditions of the roads, and the probability of securing local cooperation are the main considerations. The advance agent, who travels two weeks in advance of the car, arranges the itinerary, attends to the publicity, and organizes local committees to take charge of the work. Her first step is to consult the local medical society and explain the nature of the work. She then calls together a county child-welfare committee. With the aid of its members, an itinerary is mapped out, and local committees are organized in the communities to be visited. So far as possible, the agents work through the local child-welfare committees formed during Children's Year.

These committees are furnished explicit written instructions covering the following points:

A comfortable and level site must be chosen for parking the Special, near a public building which affords an available room. This room is to be used for the demonstration of panels and models above referred to; it must be at least 20 feet long, for the testing of the vision and hearing of children of suitable age; it must be supplied with drinking water and toilet facilities; and must serve as a waiting room for mothers and children. Such a room is pictured in Plate III, while Plates IV and V show typical parking places. The waiting is reduced to a minimum by requiring the committee to make appointments for those desiring a conference (allowing three children to the hour), thereby relieving the doctor, the mothers, and the children of all unnecessary delay. The waiting room is, of course, to be cleaned, lighted, and heated by local effort. The committees are asked also to make a canvass of their districts before the Special arrives, in order that everyone may understand the purpose of the conferences. Each committee member has her field of work clearly defined. A number of women are asked to serve as hostesses during the conference—receiving mothers and babies, and explaining the exhibit material.

The agent then distributes her cuts and other publicity material for the newspapers, printed instructions for the child-welfare committees, copies of the announcements that ministers are asked to make from their pulpits, and posters advertising the coming of the Special. She visits city and county officials, social agencies, editors, teachers, physicians, clergymen, farm advisers, county demonstrators, business men, and other representative citizens and explains the purpose of the visit of the car.

An itinerary is arranged, completely covering the county. A of a week or more is planned for the county seat and two or three days for each of the smaller settlements.

As a result of this work of the advance agent, the staff finds everything in readiness on the arrival of the Special. The staff can then at once take the charts and exhibit material out of their boxes and set them up in the waiting room—of which a member of the hostess committee is put in charge. At opportune times the doctor and nurse give brief talks to groups of waiting mothers, using the exhibit material as a means of illustration. The films and slides are shown only at prearranged evening meetings.

It must be clearly understood that the Special is an educational and not a clinical demonstration and that no treatment or prescriptions are given; that sick children are not to be brought; and that those showing the slightest symptoms of communicable disease are debarred from the conference—even a severe cold disqualifying the child. Examinations are limited to children of preschool age. No treatment is given, but the doctor gives each parent a written record of the child's condition, together with any recommendation she has to make. The examination of each child takes about 20 minutes. Plate VI shows a youngster being put through his paces. He is apparently more interested in the camera than in the celluloid toys provided for him.

In summer, mothers are asked to bring a sheet, and in winter a shawl or small blanket, for the comfort of children during examination, though a stock of these is kept on hand for the accommodation of forgetful mothers. Attention to all these details adds materially to the comfort and convenience of those concerned and keeps the machinery of the conference running smoothly.

After the work of the advance agent is completed, the Special arrives—greeted always with the most enthusiastic welcome. Its following begins on the outskirts of the town, increasing steadily until by the time the big truck swings into the public square it is surrounded by practically the entire floating population. Thus escorted, its parking place is sought and may prove to be near a church, a school, a railway station, or the rear of a country store—with boxes of soap or shoes and cases of side meat for seats. In one small town the staff of the Special was surprised to find a Young Women's Christian Association room, while at another an ex-pool room proved to be the only available place. The walls and green-topped tables covered with sheets exhibited the panels and models to excellent advantage; and while it is probable that the old habitués hardly recognized it in its new capacity, they would assuredly admit that never in its palmiest days had the pool room been used by a larger or more enthusiastic company.

Plate VII shows a family coming in from a dairy farm to attend the conference held in town, while Plate VIII illustrates a town family within easy reach of the conference.

A children's health conference as used in this experiment is a modification of the children's health conference employed by the Children's Bureau in its rural work for the past few years. Here, however, one family at a time is received into the truck to confer with the doctor in regard to the difficulties encountered in rearing a family. The conference room affords the same privacy as the physician's own consultation room, and the physician attempts to give the most practical possible advice, referring suitable cases to available sources of relief—private or public. Especially is the effort made to point out to parents where they are succeeding and where failing in their efforts to secure the best possible results in the physical development of their children.

The nurse receives the family and secures the history, including nationality and occupation of parents, facts as to their literacy, the schooling of the children, and the incidence of all illnesses, with ages. One by one the children are stripped, weighed, and measured by the nurse, wrapped in a sheet or blanket, and brought to the examination table.

Here the attention of the parents is called to the relative height and weight of the child, and to the fact that this is a fair index of his physical condition. Next, they are asked to observe the general condition, the texture of skin and muscle, and, particularly, the posture of the child. Winged scapulæ, rounded shoulders, and a contracted chest are typical of the rural child; and the average parent, who has accepted this as an inherited and inevitable trait, receives with interest the suggestion that swimming, or daily exercise on a trapeze or on the horizontal limb of a tree, might improve the position of the pliable little shoulders and incidentally increase the breathing capacity.

Then, poor teeth are shown to be associated with poor bone development; and further search is made for their possible results in the development of diseased tonsils, infected cervical glands, rheumatism, and that common complaint of country children—indigestion. Usually the mother has never associated these circumstances, and the care of children's teeth has been considered a superfluous refinement of city life. It is astonishing to see the amount of interest aroused in a child by the unexpected possession of his own toothbrush and tube of paste. Mothers may be convinced that it is no more difficult to teach a child the care of his teeth than of his face and hands. Local dentists also lend a practical impetus by giving an initial cleaning to the teeth.

Next in order may be poorly formed ankles and a tendency to flat foot, which have usually escaped the attention of the parents, who can not understand why Johnny "runs over" his shoes or complains of pains up the back of his legs.

Inquiries are made as to the cause of a distended abdomen, the parents are shown that, instead of being a matter of family je

this is a real defect for which they are responsible. That simplicity and regularity of feeding are essential to the well-being of the child is usually quite foreign to the tradition of the rural parent, however systematic and intelligent he may be in the feeding of his stock. It is necessary for the examining physician to know just what foods are available, especially during the winter season, in order to give practical advice upon this important point. In many sections the making of wholesome bread is an unknown art; the small farmer is poorly equipped for keeping green vegetables; and in certain sections the Special has found even milk well-nigh impossible to procure.

The vision and hearing of the older children are also tested; many children are found unknowingly handicapped by a defective eye or ear. This seriously retards their progress in school and is a cause of discouragement and failure.

In addition to the detailed information secured on a card kept for statistical purposes a record is given the parents, checking defects found in each child, with written suggestions for improved hygiene or, when indicated, with recommendations to seek skilled assistance. Each mother upon leaving the truck is given practical, helpful literature. In localities having a county nurse it is possible to effect close cooperation: the results of the examinations give the nurse a contact with families which she otherwise would not have.

It is believed that the majority of parents leave the conference room with an honest intention of living up to their good resolutions to follow the suggestions given, and it is probable that a reasonable amount of follow-up work would prove the soundness of one doctor's experience that money spent in infant hygiene brings in bigger returns than along any other public health line.

Findings.

It is not the purpose of this leaflet to make a statistical report of this experiment. It may be said, however, that the Special has been in constant service since July 11, 1919, and has visited five strictly rural counties, none having more than one town exceeding 2,500 inhabitants. One was in a mining section and the other four were agricultural. All were lowland counties, with the exception of one, which was in the foothills of the Alleghenies. One county was fairly prosperous, the parents in a position to provide everything necessary for the well-being of their children. The people of the other counties were, however, distinctly limited in their resources, more from custom than from necessity. In one district, where grazing was poor and the feeding of cows expensive, the majority of the children were given tea and coffee instead of milk. In an adjoining section, where it was the custom to keep cows, the better nutrition of the children was a testimony to the value of milk as a tissue builder.

By far the commonest defects found were decayed teeth and poorly developed bones; next in frequency were palpable cervical glands and enlarged tonsils—often the latter were seriously infected. Malnutrition was next in order, though this point must be tactfully handled, for any mother resents the supposed inference that her child is not sufficiently fed, while often quite the contrary is true—the difficulty being that the food is badly chosen, poorly prepared, and fed at unsuitable hours.

The Special examines from 100 to 150 children a week, coming perhaps in closer and more responsive contact with the families of those children than is possible to the average busy physician who sees them rarely except when ill. The interest of the parents and their eagerness to learn suggest that with a reasonable amount of educational work on the part of the State and county boards of health a repetition of these defects in later children might be avoided. Especially would this seem hopeful with intelligent follow-up work. In not one of the counties visited was there any knowledge of the extent or the significance of their infant mortality.

Attitude of the public.

A report from the doctor in charge of the Special says:

The Special has the distinct advantage of at once gripping public interest. This may seem spectacular from the professional point of view, but it gets results. It is believed that the ground can be covered better by the Special than in any other way; that its better equipment will make for better results than any method tried to date; that its usefulness is directly in proportion to the ability of the physician in charge to make her public realize that she is merely demonstrating the need of periodic examinations and a method of providing opportunity for such examinations. She must bear in mind that the examinations she gives are merely an incident and not the object of the Special—that her most important function is to stimulate and aid in the organization of permanent follow-up work by the community.

One of the most gratifying experiences of the Special has been the cordial cooperation which it has had. County medical societies, latent during the war, revived to discuss the possibility of securing permanent follow-up work. Local doctors assisted generously by making laboratory tests, X-rays, microscopic examinations, and by aiding in the placing of children requiring special care—such as orthopedic or tubercular cases, children suffering from trachoma, or those retarded mentally.

The physicians were often the staunchest friends of the Special, frequently with a train of small patients in their wake. In town two physicians—brothers—kept their automobile and came busy during a two days' conference, bringing to and from the mothers living at a distance who otherwise might not have been able to attend. Dentists were equally helpful—one examined

teeth of all the school children and treated gratuitously those not able to bear the expense, and two others of another county divided the work of that section between them, cleaning and treating the teeth of county school children and bringing the expense well within the parents' means.

If the interest aroused is a gauge of the success of the Special, the experiment has indeed been successful. The response from parents has been especially gratifying. Excerpts from reports give an indication of the reception the Special usually receives. The report of the first conference reads:

In spite of the fact that the thrashing season was at its height, the doctor and nurse were almost overwhelmed with the crowd of mothers, fathers, and babies. Examinations lasted until late into the evening.

Another report says:

All through the afternoon and evening this routine continued. The dressing rooms were constantly occupied; the doctor and nurse paused only for a hasty supper—yet the fathers and mothers continued to wait. It seemed as though they had been saving their questions for years against just such an occasion as this. The visitors were all English-speaking people, all deeply concerned over the welfare of their children, and all determined that the Government doctor should not leave the community before their children had been examined. Mothers unable to be served in the afternoon came back after supper, accompanied by their husbands. These men, some of them still covered with chaff and dust, had spent a hot day behind a thrashing machine—yet they patiently awaited their turn and listened carefully to the doctor's recommendations.

Requests were received to present to the fiscal courts of two counties the proposition of a public-health nurse. A group of farmers in one county asked to have explained to them the meaning of child welfare and promptly recognized its practical similarity to their own experience in stock raising. A group of miners requested a member of the staff of the Special to suggest a method whereby their wives might be helped to care more successfully for their children.

It is frequently asked if the bureau intends to follow up the work of the Special by efforts of a more permanent character. The underlying theory of the bureau is that if a Government agency such as the Children's Bureau investigates, reports, and demonstrates, the conscience and power of the local community can be depended upon to undertake any local action necessary. The bureau believes that the follow-up work done by the community itself has more lasting results and arouses far more local interest than anything attempted by an outside agency.

As a result of the service of the Special, several communities are already employing public-health nurses, in some instances supple-

menting a nest egg left over from Red Cross funds and in others raising the entire amount by public subscription. In one town a sensible women's committee refused liberal contributions from public-spirited men, preferring, they said, to have everyone share in the responsibility and the privilege of supporting this service. Instead, they asked \$1 from everybody and got it. In another county the group of miners mentioned above raised at one meeting between \$700 and \$800 and agreed to supply the remainder needed in order to give their wives the help to which they are entitled. Mill operatives were interested. Women's clubs, parent-teacher associations, and especially Red Cross chapters saw an outlet for their war-time energy and zeal for service and took up, with the keenest interest, provision for our own children.

Schools also recognized the presence of a physical defect as a real handicap, not only to the individual pupil, but also to the class as a whole; and the senior class of a normal school determined to urge upon the parents of their prospective pupils a thorough examination before beginning their school life and an annual inspection thereafter. Many children were sent or brought by their teachers, who wished help in classifying difficult cases. Interest in the physical examination of children was shown by teachers on every side, and the Special was swamped by requests to examine, if not all, at least selected cases in each grade.

The interest of the children was unqualified. Something of this interest is indicated in Plates IX and X and none of the children there pictured appears in the least frightened. Occasionally, small children had been frightened by the gruesome tales of older boys, hinting at vaccination, tonsillectomy, extraction of teeth, etc., but they were invariably won over by a simple statement of the details and the purpose of the work. Often the Special found itself surrounded at the end of a busy day by disappointed applicants for examination. One little boy returned so often to the truck that it became necessary to resort to parental restraint to curb his enthusiasm. A tiny girl insisted upon being brought a second time to the Special to "show off" the gayly decorated cuff by which the staff and her mother had conspired to stiffen her elbow and break the habit of thumb sucking. Other children were breaking themselves of mouth breathing by putting narrow strips of court plaster on their lips at night, under the protection of their bed covers. Many children entered with zest into certain exercises suggested as corrective measures, and stoical adherence to wholesome dietaries were reported by mothers heretofore helpless in their efforts. One father complained that his boy was drinking the cow dry; other fathers that the children were robbing the calves. Hundreds of heights

weight charts were distributed,² and it is safe to assume that the eagerness of mothers and children to gain that half pound a month will develop a new use for the scales of the crossroads store.

The interest of mothers was assured, the only difficulty being to keep up with the eagerness of their demands. Occasionally the mother was found who resorted to ingenious subterfuges to inveigle a more exclusive examination of her child—in her own home, for example. Finding this impossible, she philosophically sought an appointment, bundled up the baby, and joined her more democratic neighbors. Town women often sent their cars for distant mothers and children and, upon occasion, gave up their own appointments to mothers who lived remote from medical aid. Often it was necessary to limit the examination to one child from a family, the mother being allowed to choose the one with whom she most needed help. Mothers were most ingenious in attempts to circumvent this edict. A foster mother was secured for a second-child, long enough to have him examined; and reputed twins (a double birth being accepted as a single child) were brought. Usually, however, the women were most generous and helpful and recognized the fact that the Special hoped, not to examine every child in the county, but to demonstrate the need and the method by which counties might secure for themselves such a service.

Conclusions.

After eight months' continual service of the Child-Welfare Special, it seems fair to judge as to (1) the value of a motorized activity for child-welfare work in rural counties; (2) the mechanical advantages and disadvantages of the plan; and (3) the expense of the project.

1. The value of a motorized activity for child-welfare work in rural counties.—It is probable that an impetus to permanent welfare work was given more promptly, more thoroughly, and effectually by means of a motorized activity than would have been possible by more conventional methods. The Special brought to a county a definite, vigorous message concerning the welfare of the children of that county. The county was instantly and keenly interested.

A general response was inevitable because the Special visited every community large and small, and not a man, woman, or child was allowed to escape the spell of the more or less spectacular appeal. It is difficult to imagine a county covered so promptly and completely by any other method.

The success of the method must be judged by the results accomplished. The Special began service July 11, 1919. It has visited

² Table of Heights and Weights of Children, prepared by the Children's Bureau, U. S. Department of Labor. Averages are given for births, for 3 months, for every month from 6 to 48, and thereafter for every year up to 16.

five counties in three central States. None of these counties had a full-time health officer; none had medical inspection of school children. One county shared a nurse with a local tuberculosis association. One county had excellent consolidated schools; one had a home demonstration agent; and all had county agents employed jointly by the county and United States Department of Agriculture. In no county had there been any expression of municipal obligation concerning the well-being of their children, or any effort made to insure proper physical or mental development.

The prevalence of malnutrition and the presence of defects which, according to Dr. T. W. Wood, handicap 75 per cent of our children are believed to be for the most part remediable, if not preventable. It is inconceivable that this condition is due to intentional neglect on the part of parents or communities; it is due rather to the fact that heretofore it has been impossible to bring, especially to rural communities, a knowledge of existing conditions or of the fact that trained assistance is necessary in rearing sound, vigorous children. The evolution of the public-health nurse offers a solution of this problem. Trained not only in the care of disease but also in its prevention, with a working knowledge of hygiene, of sanitation, and of practical dietetics, especially as related to children—she is the logical forerunner and later assistant of the full-time health officer which every county needs.

For that reason, the Child-Welfare Special has felt that the public-health nurse was perhaps the most practical agency of relief in these rural counties. Before leaving the first county, the Special had the satisfaction of seeing an excellent nurse installed, with a car—to insure county-wide service.

In the second county visited, two nurses were employed within 30 days of the departure of the Special.

In the third county, a mining section seriously affected by strikes, one nurse has been employed and money raised for two more.

The fourth county is still maintaining, in conjunction with the Tuberculosis Association, its county nurse for whom the Special is in nowise responsible. The assurance is forthcoming, however, that a second nurse will be employed as soon as one can be found. The Special had the privilege in this county of aiding in crystallizing public opinion concerning a trial milk clinic, where all children found 4 pounds or more under suitable weight for their height are given milk twice a day in addition to a lunch brought from their homes or furnished at moderate price in the school. Markedly good results from this experiment have overridden a certain amount of antagonism and converted all unbelievers.

The fifth and last county visited by the Special was at the time of the visit in the throes of an influenza epidemic, following a worse one last year and an epidemic the year before of spinal meningitis. Three successive times the lives of many have been lost and the health and vigor and resistance of many more have been undermined, as shown by our study.

2. *The mechanical advantages and disadvantages of the plan.*—The mechanical advantages of a movable child-welfare station consist of a better equipment of the Special than would be available in the average small town—both for facilitating the work of the conference and for securing the comfort of the personnel. In many communities there are no hotel accommodations; in such cases three can sleep comfortably in the truck, one across each end and one lengthwise in the conference room; or the tent is easily set up—though, as a matter of fact, the staff usually preferred sleeping out in the open. The ample water supply and a compact nest of aluminum cooking utensils and solid alcohol render the family wholly independent. A certain amount of canned goods is kept on hand, and the efforts of the enterprising chauffeur, browsing around the neighborhood, are always rewarded with success.

The disadvantages of the method consist of the facts that the truck is necessarily bulky, is top-heavy, and is not entirely independent in the matter of roads. The first objection it is impossible to obviate without greatly limiting its usefulness. The second objection can be partially remedied by reducing the height 5 or 6 inches. This would still allow ample headroom. The third is a disappearing objection, good roads steadily bringing in closer touch our rural and urban communities.

After eight months' trial of the truck, certain improvements naturally are indicated. A larger engine would materially increase its pulling power up steep hills and through heavy sand; a different style of window and a wooden roof (instead of a glass one) for the rear annex would offer better protection from wind and rain; a more satisfactory heating system is being considered in order to make the Special independent of climate or season. It is believed, however, that most of these difficulties may be met.

3. *The expense of the project.*—The initial cost of the truck was \$5,000 with an extra \$500 for certain interior conveniences—extra furnishings added later. This has been slightly increased since cold weather by the addition of rubber weather stripping across the windows and by the purchase of two electric heaters (\$12 each). The chauffeur has done practically all the repair work except rebuilding the rear box containing the tent and bedding. This box was too deep from top to bottom and dragged when going down a steep embank-

ment. The item of gasoline has been surprisingly small. During the first few months of travel through a level country, the Special averaged 11 miles to the gallon, but in rough, hilly sections the average was 8 or 9 miles.

After all, the expense of the activity can be measured only by the value of the results accomplished, and it is a question as to whether or not the same amount of money can be spent to better advantage in other ways. The Children's Bureau is not urging a movable child-welfare station for city work nor yet for work in remote mountain districts, but this method is suggested for the consideration of States wishing to reach quickly, thoroughly, and effectually their rural inhabitants—separated as they are in our country by vast stretches of territory, yet segregated into small towns and communities whose name is legion.

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,

Washington, August 14, 1919.

SIR: Herewith I submit a summary of juvenile-court legislation in the United States, prepared by Miss Sophonisba P. Breckinridge, who has written the editor's note, and Miss Helen R. Jeter, of the Chicago School of Civics and Philanthropy. A considerable amount of preliminary work was done by Miss Lulu L. Eckman, of the Children's Bureau.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.



EDITOR'S NOTE.

The juvenile-court legislation which has been enacted since 1899 by many States and by the United States Congress for the District of Columbia is evidence of the unsatisfactory state of the law prevailing prior to that time for dealing with offending children and with adults guilty of offenses against children and also of the inadequate provision for the care of destitute family groups in which there were children.

The law under which offending children or adults guilty of offenses against children were dealt with was the criminal law with all its constitutional safeguards—jury trial, confronting of witnesses, sworn testimony—and with all its lack of provision for constructive treatment that goes with the individualization of punishment. Found “guilty” by a jury of his peers, the accused would suffer the penalty; “not guilty,” and he went free, without constructive help, however great his need. The accused child had been, with certain restrictions as to age, dealt with exactly as the adult, and the adult accused of offending against the child could be only punished or acquitted. The courts before which these cases were tried were courts of criminal jurisdiction whose rank, whether justices’ courts, magistrates’ courts, or circuit courts, depended upon the seriousness of the offenses charged. For the care of families in destitute condition there were in a number of States statutory provisions, similar to those in the English Poor Law, imposing a duty of support on certain relatives and requiring aid to be given by local public officials, of whom intelligent and competent relief could be rarely expected. These statutes provided for the enforcement of the duty of support by an action generally before the county court or the corresponding tribunal possessing functions partly judicial and partly administrative.

There had also been developed a body of legislation providing for the institutional care of children from degraded homes. These statutes authorize the establishment of institutions to which the children of drunken, immoral parents might be committed. The establishment and conduct of these institutions has often given rise to difficult and delicate situations.

The juvenile-court legislation then deals with a complicated group of problems: That of the offending adult, the accused child, the neglectful and degraded parent, the incompetent or unfait^h guardian, the family that is simply poor. This legislation contain provisions concerning methods of complaint, of apprehen and of detention; structure and organization of the juvenile c

and its relation to the other tribunals; records, procedure, organization of the probation staff, and methods of disposition of the various kinds of cases; and the relation of the court to the agencies upon which it must depend—charitable, educational, correctional. These new provisions will be to a considerable extent determined by the nature of the old law; and the new legal and social structure which the statute attempts to substitute for the old will not possess unity and simplicity, but will inevitably offer proof of the varied problems giving rise to its enactment.

These difficulties are increased by the fact that under the earlier law the right of the father to his child partook of the nature of a property right. The courts of law while able to enforce the rights of fathers were unable to enforce the duties of fathers,¹ and the power to interfere with the right of custody enjoyed by the father was rigidly limited to certain specific parental deficiencies. Recently, however, it has become clear that under the doctrines of equity jurisprudence the rights of the child to a reasonable minimum of care, of decency, of well-being, and of consideration for youth and previous disadvantage might be assured the child without violating either the constitutional provisions intended to prevent abuse of criminal procedure or the property rights of the father. Legislation attempting to cure these defects in the law is also faced with constitutional difficulties growing out of the doctrine of "separation of powers" and out of the fact that the judicial system is frequently elaborately dealt with by the State constitutions, and the power of the legislature to create new courts or to determine procedure is therefore limited.

Because of the great variety of the problems presented by these groups of offending and neglected children and because of the differences among the various States with regard to the structure of the judicial system, an analysis of the legislation exhibits differences at many points. The courts to which the jurisdiction is assigned vary, not only among States but within the boundaries of a single State; the classes of persons over whom special jurisdiction is given, the nature of the structure, the nature of the procedure, the nature of the treatment authorized vary. But everywhere is the attempt through the judicial system to attack a series of differing and difficult problems involving hostile conditions, domestic, economic, and social under which children were living and developing.

The following analysis exhibits the differences in the legislative attack upon these problems. A further question that could be asked but has not been asked is the extent to which the members of the judiciary have met the expectations embodied in the legislation under review.

¹ *Wellesley v. Duke of Beaufort*, 2 Russell, 23.

INTRODUCTORY NOTE.

In an analysis of juvenile-court legislation it is necessary to note first the extent to which the effort to obtain this form of control has prevailed and the scope of the laws enacted in the several States. Juvenile-court laws have been enacted throughout the United States with the exception of Connecticut, Maine, and Wyoming, and these three States have passed laws dealing with some of the problems usually included in the juvenile-court law itself. Connecticut provides for detention homes, probation, juvenile reformatories, and separate hearings for first offenses of children, and further provides that in cities of 20,000 or more juvenile courts may be established by ordinance, to be held by a judge of the police or city court, provided such ordinance does not extend beyond the selection of a suitable court room; Maine makes special provisions for the probation of children under 16 and has established industrial schools; Wyoming defines delinquent, dependent, and neglected children and provides for State supervision of their care.

Most other States have single comprehensive laws operating over the whole State, but in the following States the legislative policy has been different. In Alabama,¹ Colorado,² Delaware,³ Maryland,⁴ Massachusetts,⁵ Missouri,⁶ New Jersey,⁷ New York,⁸ Ohio,⁹ Pennsylvania,¹⁰

¹ *Alabama.* General Laws 1915 No 506 (general law for State). Local Laws 1915 No 128 (local law for Mobile County), No. 361 (local law for Jefferson County).

² *Colorado.* Revised Statutes 1908 ss 552-557, 558 amended 1913 p 694, 559-587, 588 amended 1909 C 156, 589-608, 1549-1559 (law for State); ss 1589-1607 (law applying to counties of 100,000 or more).

³ *Delaware.* Revised Code 1915 ss 3827-3843 amended 1915 C 236, 1917 C 252, and 1917 C 253 (law applying to the city of Wilmington). (Provisions for commitment and probation of juvenile offenders in remainder of State but no juvenile-court law.)

⁴ *Maryland* 1916 C 326 p 685 (general law for State). Code of Public Local Laws art 1 ss 184A-184F amended 1912 C 471 and 1914 C 701 (Allegheny County, partly superseded by State law); art 4 s 623A amended 1902 C 611, 1904 C 521, and 1910 C 41; and ss 886A-886F amended 1902 C 611, 1904 C 514, 1906 C 263, 1912 C 618, 1918 C 208 (Baltimore City).

⁵ *Massachusetts.* Revised Laws 1902 C 86; C 84 s 2 amended 1908 C 598; C 217 s 83; C 46 s 6 amended 1913 C 779; 1903 C 334 amended 1909 C 181; 1906 C 413 amended 1912 C 187 and 1916 C 243; 1907 C 411 amended 1918 C 257 s 418 (law for State); 1906 C 489 amended 1918 C 257 s 419 (law applying to Boston).

⁶ *Missouri.* 1911 p 177 (law applying to counties of 50,000 or more); 1917 p 195 (law applying to counties of less than 50,000).

⁷ *New Jersey.* Compiled Statutes 1910 p 1887 ss 206, 207 amended 1916 C 212, 208-215 (general law for the State); 1912 C 353 amended 1918 C 81; 1918 C 82 (law for counties of the first class).

⁸ *New York.* Consolidated Laws 1909 C 40 (penal law) art 44 and 196 with amendments (law applying to whole State); 1910 C 659 amended 1911 C 721, 1913 C 691, 1915 C 531 (New York City); 1910 C 611 (Monroe County); 1913 C 270 (Ontario County); 1891 C 105 added to and amended by 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651, 1914 C 124, and 1917 C 571 (Buffalo); 1910 C 676 amended 1916 C 487 and 1917 C 112 (Syracuse); 1915 C 489 (Saratoga County).

⁹ *Ohio.* General Code 1910 ss 1639-1683 with amendments (State law); s 1523-1 added 1916 p 424 (Montgomery County); s 1532-2 added 1917 p 703 (Summit County); s 1532-4 added 1917 p 721 (Mahoning County); s 1683-14 added 1917 p 732 (Lucas County); s 1639 amended 1913 p 864 and 1914 p 176 (Hamilton County).

¹⁰ *Pennsylvania.* 1903 p 274 amended 1909 pp 89 and 119, 1911 pp 543 and 959, 1913 p 1039, and 1915 (State law); 1911 p 198 amended 1915 p 5 and 1917 p 19 (Allegheny County); 1913 p 711 amended 1915 pp 1017, and 1917 p 1015 (Philadelphia).

South Carolina,¹ Tennessee,² and Virginia³ there are several laws each operative over certain portions of the State.

In examining the several laws in detail, attention should be directed to the following points: (1) The court given jurisdiction, whether a court already existing or a specially created tribunal, and the character of the jurisdiction conferred; (2) the extent of the jurisdiction, whether over children or adults or both; (3) the preliminary procedure; (4) the special features of the hearing; (5) the nature of the disposition; (6) the relation of the court to the agencies with which the court cooperates; (7) the organization of the court; and (8) the principles in accordance with which the law should be applied. In the following analysis these topics are presented in considerable detail.

It should be said that the following analysis was completed during the first half of the year 1919 and refers to laws effective at the beginning of that year. Before the volume had issued from the press, however, the statutes enacted by the legislatures that sat that year became effective and have been summarized in an appendix. The main discussion is, however, of date prior to July 1, 1919.

ABBREVIATIONS USED IN REFERENCES.

[References giving chapter or number for a specified year are in every case to session laws of that year, unless otherwise indicated.]

A.....	act.
art.....	article.
C.....	chapter, chapters.
No.....	number.
p.....	page.
s.....	section.
ss.....	sections.
v.....	volume.

¹ *South Carolina*. 1912 No 429 (law for entire State); 1917 No 73 (law applying to counties of more than 20,000 and not more than 50,000).

² *Tennessee*. Public Acts 1911 C 58 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294; also partly superseded by 1917 C 120. (Covers State except counties from 70,000 to 90,000). Private Acts 1911 C 182 (Hamilton County); Private Acts 1913 C 277 amended 1915 C 292 (Knox County).

³ *Virginia*. 1914 C 350 (law for entire State); 1914 C 57 (act limited to cities of 50,000 or more).

A SUMMARY OF JUVENILE-COURT LEGISLATION IN THE UNITED STATES.

I. THE COURT GIVEN JURISDICTION.

In a few States a special juvenile court is created for the larger cities or counties. This is the case in Alabama,¹ Colorado,² Delaware,³ Georgia,⁴ Indiana,⁵ Louisiana,⁶ Massachusetts,⁷ New York,⁸ Tennessee,⁹ and Virginia.¹⁰ A special court is established in the District of Columbia,¹¹ and in Utah¹² one is provided for each judicial district.

In other districts of these States and in all other States jurisdiction is vested in courts already existing, usually with the provision that such court may be called the juvenile court when acting under the juvenile-court law.

Exclusive jurisdiction over juvenile cases is given to the special courts thus created and to designated courts¹³ in Arizona, Arkansas, California, Idaho, Kansas, Kentucky, Maryland, Michigan, Minnesota, Montana, Nevada, New Jersey, New Mexico, North Dakota, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Washington, and parts of Alabama, Colorado, Georgia, Illinois, Indiana, Louisiana, Missouri, Nebraska, New York, Ohio, Pennsylvania, Tennessee, and West Virginia. When concurrent jurisdiction is given to several or all of the courts in a community, it is doubtful whether the organization and procedure will be as uniform and intelligent. The law allows this, however, in Connecticut,¹⁴ Florida,¹⁵

¹ *Alabama*. Local Laws 1915 No 128 s 1; No 361 s 3. (Mobile and Jefferson Counties only.)

² *Colorado*. Revised Statutes 1908 s 1589. (Counties of 100,000 only.)

³ *Delaware*. Revised Code 1915 s 3827. (Law applies to Wilmington only.)

⁴ *Georgia*. 1915 No 210 amended 1916 No 575. (Counties of 60,000 population and between 35,000 and 60,000 if established by grand jury.)

⁵ *Indiana*. Burns' Annotated Statutes 1914 s 1630. (Counties containing a city of 100,000 population.)

⁶ *Louisiana*. Constitution 1913 art 118 ss 1-3. (Parish of Orleans only.)

⁷ *Massachusetts*. 1906 C 489 s 4 amended 1918 C 257 s 419. (Boston only.)

⁸ *New York*. 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 510, 1914 C 124, and 1917 C 571. (Buffalo only.)

⁹ *Tennessee*. Private Acts 1911 C 182; Private Acts 1913 C 277 amended 1915 C 292. (Hamilton and Knox Counties.)

¹⁰ *Virginia*. 1914 C 57 s 1. (In cities of over 50,000 population, a special juvenile and domestic relations court.)

¹¹ *District of Columbia*. 34 U.S. Statutes at Large p 73 s 1.

¹² *Utah*. 1913 C 54 s 1. (In each judicial district.)

¹³ For courts given this jurisdiction, see pp. 13, 14.

¹⁴ *Connecticut*. General Statutes 1918 ss 1856 and 1859. (Superior court, district court of W courts of common pleas and police, town, city, or borough courts and justices of the peace.)

¹⁵ *Florida*. 1911 C 6216 ss 2 and 9 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. (County court of the peace, municipal court, or other court.)

Iowa,¹ Maine,² New Hampshire,³ North Carolina,⁴ Texas,⁵ Vermont,⁶ Wisconsin,⁷ and Wyoming,⁸ and in certain counties of Alabama,⁹ Delaware,¹⁰ Illinois,¹¹ Massachusetts,¹² Mississippi,¹³ Nebraska,¹⁴ New York,¹⁵ Ohio,¹⁶ Virginia,¹⁷ and West Virginia.¹⁸ In Ohio¹⁹ and Wisconsin,²⁰ however, the judges of the several courts having concurrent jurisdiction must designate one of their number to hear all juvenile cases.

The qualifications of the judges for this special task are of such importance in attaining the purpose of the juvenile-court law that it is essential to give jurisdiction to a court in which high character and training are required for the judges. This can seldom be attained by vesting jurisdiction in police judges or justices of the peace, as is done in Connecticut,²¹ Delaware,²² Florida,²³ Maine,²⁴ New Hampshire,²⁵ and Vermont,²⁶ and in certain jurisdictions of Mary-

¹ *Iowa*. Supplement to the Code 1913 ss 254-a13 and 260-a. (District courts and superior courts of city.)

² *Maine*. Revised Statutes 1916 C 64 s 53 amended 1917 C 297. (Municipal or police court and probate court for dependent and neglected children. Regular criminal courts for juvenile offenders.)

³ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 2) amended 1915 C 96 and 1917 C 74. (Police and justice courts.)

⁴ *North Carolina*. Public Laws 1915 C 222 s 2. (Recorder's courts, or like courts, and superior courts.)

⁵ *Texas*. Code of Criminal Procedure 1911 art 1198 amended 1913 C 112; 1917 C 93 p 252 amended 1918 C 14. (County and district courts and County Court at Law of El Paso County.)

⁶ *Vermont*. General Laws 1917 s 7324. (City and municipal courts and justices of the peace.)

⁷ *Wisconsin*. Statutes 1915 ss 573-2.1 and 573-2.2. (All courts of record.)

⁸ *Wyoming*. No juvenile-court law. Ordinary courts exercise jurisdiction.

⁹ *Alabama*. General Laws 1915 No 506 s 2. (Probate court and recorder's court where established, except in Mobile and Jefferson Counties.)

¹⁰ *Delaware*. Revised Code 1915 ss 2192-2213, 3823, 3824. (Outside Wilmington, court of general sessions, superior court, municipal court, and justice of the peace.)

¹¹ *Illinois*. Hurd's Revised Statutes 1917 C 23 ss 170 and 171. (Circuit and county courts in counties of less than 500,000 population.)

¹² *Massachusetts*. Revised Laws 1902 C 86 s 12; 1903 C 334 s 1 amended 1909 C 181; 1906 C 413 s 1 amended 1912 C 187 and 1916 C 243. (Police, district, and municipal courts and trial justices except in Boston, and probate judges except in Suffolk County and Boston.)

¹³ *Mississippi*. 1916 C 111 s 7. (Chancery or circuit court.)

¹⁴ *Nebraska*. Revised Statutes 1913 s 1245. (District courts—county courts in absence of district judge—and police judge in counties of 40,000 or more.)

¹⁵ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 494 added 1910 C 699; 1915 C 489 s 1. (Courts of special sessions, police, and city courts, except in New York City, Buffalo, Syracuse, Chautauqua County, Monroe County, and Ontario County. In Saratoga County the county court has concurrent jurisdiction.)

¹⁶ *Ohio*. General Code 1910 s 1639 amended 1913 p 864 and 1914 p 176. (Courts of common pleas, probate courts, insolvency and superior courts, except in Hamilton, Lucas, Mahoning, Montgomery, and Summit Counties.)

¹⁷ *Virginia*. 1914 C 350 s 1 and C 57 s 1. (Every court of record of criminal jurisdiction and police and justice courts, except in cities of 50,000 or more.)

¹⁸ *West Virginia*. 1915 C 70 s 2 and s 3 amended 1917 C 63. (Circuit courts and criminal courts, except in counties where a court of common pleas has exclusive jurisdiction.)

¹⁹ *Ohio*. General Code 1910 s 1639 amended 1913 p 864 and 1914 p 176.

²⁰ *Wisconsin*. Statutes 1915 s 573-2.1.

²¹ *Connecticut*. General Statutes 1918 s 1856.

²² *Delaware*. Revised Code 1915 ss 2203-2213. (Outside Wilmington.)

²³ *Florida*. 1911 C 6216 s 2 and s 9 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

²⁴ *Maine*. Revised Statutes 1916 C 64 s 53 amended 1917 C 297.

²⁵ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 2) amended 1915 C 96 and 1917 C 74.

²⁶ *Vermont*. General Laws 1917 s 7324.

land,¹ Massachusetts,² Nebraska,³ New York,⁴ Pennsylvania,⁵ and Virginia.⁶ Other States definitely provide that such courts shall not have jurisdiction and require the immediate transfer of juvenile cases that happen to be brought before them.⁷

Jurisdiction is given to the county court in Arkansas,⁸ Kentucky,⁹ Oklahoma,¹⁰ Oregon,¹¹ South Dakota,¹² and certain counties in Colorado,¹³ New Jersey,¹⁴ New York,¹⁵ Pennsylvania,¹⁶ Tennessee,¹⁷ and Texas;¹⁸ to the district court in Montana,¹⁹ Nevada,²⁰ New Mexico,²¹ North Dakota,²² Rhode Island,²³ and in some districts in Louisiana,²⁴ Minnesota,²⁵ and Nebraska;²⁶ to the superior court in Arizona,²⁷ California,²⁸ Washington,²⁹ and certain counties of Georgia;³⁰ to the court of common pleas in certain counties in Ohio,³¹ New

¹ *Maryland*. 1916 C 326 ss 2 and 14; Code of Public Local Laws art 4 s 623A amended 1902 C 611, 1904 C 521, and 1910 C 41. (Baltimore City by statutory provision and other areas in which the circuit court judges have not designated one of their number under the 1916 statute.)

² *Massachusetts*. Revised Laws 1902 C 86 s 12; 1906 C 413 s 1 amended 1912 C 187 and 1916 C 243; 1903 C 334 s 1 amended 1909 C 181. (Outside Boston.)

³ *Nebraska*. Revised Statutes 1913 s 1245. (In cities of 40,000 or more. But see *State v. Bryant*, 94 Nebr. 754.)

⁴ *New York*. Consolidated Laws C 40 (Penal) art 44 s 494 added 1910 C 699; 1915 C 489 s 1. (Except in New York City, Buffalo, Syracuse, Chautauqua County, Monroe County, and Ontario County.)

⁵ *Pennsylvania*. 1903 p 274 s 1. (Quarter sessions of the peace outside Philadelphia and Allegheny County.)

⁶ *Virginia*. 1914 C 350 s 1 and C 57 s 1. (Except in cities of over 50,000 population.)

⁷ Alabama, Arizona, Arkansas, California, Colorado, District of Columbia, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Jersey, New York (Monroe and Ontario Counties and New York City only), North Dakota, Ohio, Oregon, South Dakota, Tennessee, Texas, Washington, West Virginia, and Wisconsin.

⁸ *Arkansas*. 1911 A 215 amended 1917 A 420.

⁹ *Kentucky*. Carroll's Statutes 1915 s 33le. 2.

¹⁰ *Oklahoma*. Revised Laws 1910 ss 4413 and 4414.

¹¹ *Oregon*. Lord's Oregon Laws 1910 s 4407 amended 1915 C 147.

¹² *South Dakota*. 1915 C 119 ss 2 and 3.

¹³ *Colorado*. Revised Statutes 1908 ss 587 and 1549. (Outside Denver.)

¹⁴ *New Jersey*. 1912 C 353 s 1; 1918 C 82. (In Essex and Hudson Counties only.)

¹⁵ *New York*. 1913 C 270 s 1; 1910 C 611 s 1; 1918 C 464. (Ontario, Monroe, and Chautauqua Counties only.)

¹⁶ *Pennsylvania*. 1911 p 198 amended 1915 p 5 ss 1 and 2 and 1917 p 19. (Allegheny County only.)

¹⁷ *Tennessee*. Public Acts 1911 C 58 ss 2 and 3 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. (Counties less than 33,600, between 33,700 and 70,000, and from 90,000 to 148,000.)

¹⁸ *Texas*. 1917 C 93 p 252 amended 1918 C 14. (County Court at Law in El Paso County.)

¹⁹ *Montana*. 1911 C 122 s 3.

²⁰ *Nevada*. Revised Laws 1912 ss 729 and 730.

²¹ *New Mexico*. 1917 C 4 s 2.

²² *North Dakota*. Compiled Laws 1913 s 11403.

²³ *Rhode Island*. 1915 C 1185 s 2 amended 1917 C 1546.

²⁴ *Louisiana*. Constitution 1913 art 118 ss 1-3. (Outside Parish of Orleans.)

²⁵ *Minnesota*. 1917 C 397 s 2. (Counties over 33,000.)

²⁶ *Nebraska*. Revised Statutes 1913 s 1245. (Counties less than 40,000 population.)

²⁷ *Arizona*. Revised Statutes 1913 (Civil Code) s 3562.

²⁸ *California*. 1915 C 631 s 16 amended 1917 C 627 and C 634.

²⁹ *Washington*. 1913 C 160 s 2.

³⁰ *Georgia*. 1915 No 210 amended 1916 No 575. (In counties of less than 35,000 and between 60,000 where no special court is established, the judge of the superior court shall designate an officer of record.)

³¹ *Ohio*. General Code 1910 s 1532-1 added 1916 p 424, s 1532-2 added 1917 p 703, s 1532-4 added and s 1639 amended 1913 p 864 and 1914 p 176. (Hamilton, Mahoning, Montgomery, and Summit only.)

SUMMARY OF JUVENILE-COURT LEGISLATION.

to the circuit court in Mississippi;¹ to the probate court in Idaho,⁸ Kansas,⁹ Michigan,¹⁰ and Minnesota,¹² and South Carolina;¹³ to the criminal courts in Missouri;¹⁴ to courts of special sessions in New York;¹⁵ to recorder's courts in special sessions in South Carolina;¹⁶ to the municipal court in Philadelphia;¹⁷ to the judge of the county seat in certain counties in Tennessee;¹⁸ to the court of domestic relations in Lucas County, Ohio.¹⁹

In order to secure continuity and intelligence in dealing with juvenile offenders, it is necessary not only that the court have exclusive jurisdiction but that a single judge be appointed to hold court for the county so that he is efficient for him to become familiar with the probation work and with the needs of the children brought before him. In some States a rotation of judges is allowed; but in California,²⁰ Missouri,²² Montana,²³ Nebraska,²⁴ Ohio,²⁵ Pennsylvania,²⁶ Wisconsin,²⁷ and Wisconsin,²⁸ and in certain counties in Illinois,²⁹ Minnesota,³¹ and New York,³² a particular judge is selected by the court to hear only juvenile cases.

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- 1. Annotated Statutes 1910 p 1887 s 207 amended 1916 C 212. (Outside Essex and Hudson counties.)
 - 2. 1915 C 70 s 2 and s 3 amended 1917 C 63. (In counties where such court is established.)
 - 3. 1915 C 111 s 7. (Chancery or circuit judge.)
 - 4. Revised Statutes 1917 C 23 ss 170 and 171. (Counties of over 500,000 population.)
 - 5. Annotated Statutes 1914 s 1630. (Counties not containing city of 100,000.)
 - 6. 1915 C 32 s 11. (Outside the city of Baltimore, established at discretion of circuit judges.)
 - 7. 1917 s 2. 1917 p 195 s 2. (All counties not containing a city of the first class.)
 - 8. 1915 C 8 amended 1917 C 81.
 - 9. Statutes 1915 s 3065 amended 1917 C 154.
 - 10. 1915 C 111 s 1915 s 2012.
 - 11. Laws 1915 No. 506 s 2. (Outside Mobile and Jefferson Counties, except in cities of 100,000 or over.)
 - 12. 1915 C 91 s 2. (Counties 33,000 and less.)
 - 13. 1915 No 129 s 1. (Except in counties of 20,000 to 50,000.)
 - 14. 1915 C 2. (Counties containing a city of the first class.)
 - 15. 1915 C 39 s 34 added by 1915 C 531; 1910 C 676 amended 1916 C 487 s 1 and 1917 C 112. (Juvenile case only.)
 - 16. 1915 No 73 s 1. (Counties having more than 20,000 but not more than 50,000.)
 - 17. 1915 C 11 s 8 amended 1915 p 988, 1915 p 1017, and 1917 p 1015 No 328. (In Philadelphia.)
 - 18. Acts 1911 C 58 s 18 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 111, and 1918 C 111. (Counties of 118,000 or over and those not less than 33,000 nor over 33,700.)
 - 19. 1915 C 108 s 1683-14 added 1917 p 732.
 - 20. 1915 C 16 amended 1917 C 627 and C 634.
 - 21. 1915 C 108 s 1.
 - 22. 1915 C 108 s 1.
 - 23. 1915 C 108 s 12.
 - 24. 1915 C 108 s 1246.
 - 25. 1915 C 108 s 1639 amended 1913 p 864 and 1914 p 176.
 - 26. 1915 C 108 s 1; 1913 p 711 s 8 amended 1915 p 988, 1915 p 1017, and 1917 p 1015; 1911 p 198.
 - 27. 1915 C 108 s 19.
 - 28. 1915 C 108 s 2.
 - 29. 1915 C 108 s 373 2.1.
 - 30. Revised Statutes 1917 C 23 ss 170 and 171. (Applies to counties over 500,000.)
 - 31. 1915 C 108 s 1639 amended 1917 p 732. (Applies to counties of 100,000 or over.)
 - 32. 1915 C 108 s 1639 amended 1917 p 732. (Counties having more than 33,000.)
 - 33. 1915 C 108 s 1639 amended 1917 p 732. (Applies to New York City. Presiding judge of the court.)

II. EXTENT OF JURISDICTION.

A. OVER CHILDREN.

1. Age limitation.

The jurisdiction of the juvenile court in 14 States extends to children under 16 years of age. These are Alabama,¹ Colorado,² Georgia,³ Indiana,⁴ Iowa,⁵ Kansas,⁶ New Jersey,⁷ New Mexico,⁸ New York,⁹ Oklahoma,¹⁰ Pennsylvania,¹¹ Rhode Island,¹² Tennessee,¹³ and Vermont.¹⁴ In 13 States—Arkansas,¹⁵ Delaware,¹⁶ Florida,¹⁷ Illinois,¹⁸ Kentucky,¹⁹ Louisiana,²⁰ Massachusetts,²¹ Michigan,²² Missouri,²³ Montana,²⁴ New Hampshire,²⁵ Texas,²⁶ and Wisconsin²⁷—and the District of Columbia,²⁸ jurisdiction is extended to 17 years, and in 17 States—Arizona,²⁹ Connecticut,³⁰ Idaho,³¹ Minnesota,³² Mississippi,³³ Nebraska,³⁴ Nevada,³⁵ North Carolina,³⁶ North Dakota,³⁷

¹ *Alabama*. General Laws 1915 No 506 s 1. (In Jefferson County, girls under 18.)

² *Colorado*. Revised Statutes 1908 s 586. (Delinquent girl under 18.)

³ *Georgia*. 1915 No 210 s 2 amended 1916 No 575.

⁴ *Indiana*. Burns' Annotated Statutes 1914 s 1630. (Delinquent girl under 18, dependent boy or girl under 17.)

⁵ *Iowa*. Supplement 1913 s 254-a14.

⁶ *Kansas*. General Statutes 1915 s 3065 amended 1917 C 154.

⁷ *New Jersey*. Compiled Statutes 1910 p 1887 s 206; 1912 C 353 amended 1918 C 81; 1918 C 82.

⁸ *New Mexico*. 1917 C 4 s 2.

⁹ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 485 amended 1916 C 278; s 486 amended 1912 C 169, 1915 C 480, and 1917 C 430; 1910 C 611 s 2; 1913 C 270 s 2; 1918 C 464 s 1.

¹⁰ *Oklahoma*. Revised Laws 1910 s 4412.

¹¹ *Pennsylvania*. 1903 p 274 s 1; 1913 p 711 s 11 amended 1915 p 988, 1915 p 1017, and 1917 p 1015.

¹² *Rhode Island*. 1915 C 1185 s 1 amended 1917 C 1546. (Wayward and dependent under 17.)

¹³ *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294; 1917 No 120 p 355.

¹⁴ *Vermont*. General Laws 1917 s 7323.

¹⁵ *Arkansas*. 1911 A 215 s 1 amended 1917 A 420. (Girl under 18.)

¹⁶ *Delaware*. Revised Code 1915 ss 3827-3828. (Applies to Wilmington. Girl under 18.)

¹⁷ *Florida*. 1911 C 6216 s 1 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

¹⁸ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 169. (Girl under 18.)

¹⁹ *Kentucky*. Carroll's Statutes 1915 s 331e.1. (Girl under 18.)

²⁰ *Louisiana*. Constitution 1913 art 118 s 3.

²¹ *Massachusetts*. 1906 C 413 s 1 amended 1912 C 187 and 1916 C 243. (Neglected under 16.)

²² *Michigan*. Compiled Laws 1915 ss 2011 and 2017.

²³ *Missouri*. 1917 p 195 s 1.

²⁴ *Montana*. 1911 C 122 s 2. (Dependent under 16.)

²⁵ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 1) amended 1915 C 96 and 1917 C 74.

²⁶ *Texas*. Code of Criminal Procedure 1911 art 1197 amended 1913 C 112 and 1918 C 26. (Girl under 18. Dependent and neglected children under 16.)

²⁷ *Wisconsin*. Statutes 1915 s 573-1. (Girl under 18.)

²⁸ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 8.

²⁹ *Arizona*. Revised Statutes 1913 (Civil Code) s 3562.

³⁰ *Connecticut*. 1917 C 308 s 4.

³¹ *Idaho*. 1911 C 159 s 152 amended 1917 C 84.

³² *Minnesota*. 1917 C 397 s 1.

³³ *Mississippi*. 1916 C 111 s 6.

³⁴ *Nebraska*. Revised Statutes 1913 s 1263.

³⁵ *Nevada*. Revised Laws 1912 s 728.

³⁶ *North Carolina*. Public Laws 1915 C 222 s 2.

³⁷ *North Dakota*. Compiled Laws 1913 s 11402.

Ohio,¹ Oregon,² South Carolina,³ South Dakota,⁴ Utah,⁵ Virginia,⁶ Washington,⁷ and West Virginia⁸—to 18 years. In Maryland⁹ the limitation is extended to 18 for girls and 20 for boys, and in California¹⁰ to 21 for both boys and girls. A number of States¹¹ provide that jurisdiction once obtained over any minor may continue beyond these age limits, usually until he reaches 21.

2. Classes of cases included.

The laws in a few States¹² contain no definition of the groups of children over whom the court is to exercise jurisdiction but merely define the specific offenses for which a child may be brought into court. These are simple amendments to the criminal code. In most States, however, these definitions are divided into broader classifications of delinquent and dependent or neglected. Truants are included in these classes or added to them in more than one-half of the States;¹³ children found violating the child-labor law in a few States;¹⁴ and physical or mental defectives in California,¹⁵ Iowa,¹⁶ Maryland,¹⁷ and Minnesota.¹⁸

In Colorado¹⁹ an appeal from the refusal of an officer to grant a work permit to a child may be taken to the juvenile court. An oath may be administered and an age certificate issued by the court.

¹ *Ohio*. General Code ss 1642 and 1643 amended 1913 p 864.

² *Oregon*. Lord's Oregon Laws 1910 s 4406.

³ *South Carolina*. 1917 No 73 s 1; 1912 No 429 s 1.

⁴ *South Dakota*. 1915 C 119 s 1.

⁵ *Utah*. 1913 C 54 s 2.

⁶ *Virginia*. 1914 C 57. (Dependent under 16.)

⁷ *Washington*. 1913 C 160 s 1.

⁸ *West Virginia*. 1915 C 70 s 1 amended 1917 C 63.

⁹ *Maryland*. 1916 C 326 s 2. (In Baltimore under 16.)

¹⁰ *California*. 1915 C 631 ss 1 and 5 amended 1917 C 627 and C 634.

¹¹ *Alabama*. General Laws 1915 No 506. *Arizona*. Revised Statutes 1913 (Civil Code) s 3570. *Arkansas*. 1911 A 215 s 9 amended 1917 A 420. *Kansas*. General Statutes 1915 s 3066; s 3065 amended 1917 C 154. *Massachusetts*. 1907 C 411 amended 1918 C 257 s 418. (Continues to 18.) *Missouri*. 1911 p 177 s 1; 1917 p 195 s 1. *Montana*. 1911 C 122 s 2 (Continues until court otherwise decrees.) *New Jersey*. 1918 C 82. (Counties of the first class. Continues for period of commitment or probation.) *New York*. 1910 C 611 s 7; 1918 C 464. (Monroe and Chautauqua Counties.) *Ohio*. General Code 1910 ss 1642 and 1643 amended 1913 p 864. *Oklahoma*. Revised Laws 1910 s 4424. *Pennsylvania*. 1903 p 274 s 8 amended 1909 p 119. *Rhode Island*. 1915 C 1185 s 10. *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. *Vermont*. General Laws 1917 s 7323. (Until boy 21 or girl 18.)

¹² *Alabama*. General Laws 1915 No 506 s 1. *California*. 1915 C 631 ss 1 and 15 amended 1917 C 627 and C 634. *Connecticut*. General Statutes 1918 s 1856. (No definition—all complaints against children.) *Delaware*. Revised Code 1915 ss 2192-2213, 3822, 3823, 3824. (Outside Wilmington.) *District of Columbia*. U. S. Revised Statutes Supplement 1891 C 58 p 474; Supplement 1901 C 250 p 48 and C 847 p 1544; 34 U. S. Statutes at Large p 73 s 8; 35 U. S. Statutes at Large p 420 s 17. *Georgia*. 1915 No 210 s 2 amended 1916 No 575. *New Jersey*. Compiled Statutes 1910 p 1887 s 206 and p 1889 s 217. (Applies to State outside Essex and Hudson Counties.) *New York*. Consolidated Laws C 40 (Penal) art 44 s 485 amended 1916 C 278; s 486 amended 1912 C 169, 1915 C 480, and 1917 C 430; s 2186; 1910 C 659 s 37 amended 1911 C 721, 1913 C 691, and 1915 C 531; 1910 C 611 s 2; 1913 C 270 s 2; 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 516, 1914 C 124, and 1917 C 571; 1918 C 464 s 1. *South Carolina*. 1912 No 429 s 1; 1917 No 73 s 1.

¹³ *Arkansas*, *California*, *Colorado*, *Delaware*, *District of Columbia*, *Florida*, *Georgia*, *Idaho*, *Indiana*, *Kansas*, *Kentucky*, *Louisiana*, *Massachusetts*, *Michigan*, *Minnesota*, *Missouri*, *Montana*, *Nebraska*, *New Jersey*, *New York*, *Ohio*, *Oregon*, *Pennsylvania*, *South Carolina*, *South Dakota*, *Tennessee*, *Texas*, *Vermont*, *Virginia*, *Washington*, and *Wisconsin*.

¹⁴ *Arizona*, *Delaware*, *District of Columbia*, *Kentucky*, *Maryland*, *New York*, *Ohio*, *Oregon*, *Rhode Island*, *South Carolina*, *Texas*, and *Utah*.

¹⁵ *California*. 1915 C 631 s 1 amended 1917 C 627 and C 634.

¹⁶ *Iowa*. Supplemental Supplement 1915 ss 254-b to 254-l.

¹⁷ *Maryland*. 1916 C 326 s 1.

¹⁸ *Minnesota*. 1917 C 397 s 1.

¹⁹ *Colorado*. 1911 C 95 ss 8 and 15.

In Wisconsin¹ the juvenile court issues working permits at the request of the industrial commission.

In Arizona² the juvenile court may issue letters of adoption for a child under its jurisdiction, and in Ohio³ for an inmate of a maternity boarding house.

3. Definition of delinquency.

Before the enactment of juvenile-court legislation the courts dealt only with those juvenile offenders who were charged with (1) violating a State law or local ordinance; (2) committing a criminal offense; or (3) being incorrigible. This is still the situation in Connecticut,⁴ Delaware,⁵ the District of Columbia,⁶ Georgia,⁷ Mississippi,⁸ New Jersey,⁹ and Pennsylvania.¹⁰ A step in advance is made by the New York law,¹¹ which provides that "a child of more than 7 and less than 16 years of age, who shall commit any act or omission which if committed by an adult would be a crime not punishable by death or life imprisonment, shall not be deemed guilty of any crime but of juvenile delinquency only."

Many laws, however, formulate a more inclusive definition of delinquency in order that the court may not be prevented by the lack of technical jurisdiction from assuming the care of any child. Most States¹² now consider as delinquent any child who (1) violates

¹ *Wisconsin*. Statutes 1915 s 1728a-1 amended 1917 C 674.

² *Arizona*. Revised Statutes (Civil Code) 1913 s 3565.

³ *Ohio*. General Code 1910 s 6272.

⁴ *Connecticut*. General Statutes 1918 s 1856. (All complaints against children.)

⁵ *Delaware*. Revised Code 1915 ss 2192-2213, 3822, 3824. (Criminal offenses, vagrancy, and incorrigibility.)

⁶ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 8. (All crimes and offenses, not capital and not punishable by death or life imprisonment; habitual truancy also.)

⁷ *Georgia*. 1915 No 210 s 2 amended 1916 No 575. (Offenses that would be punished in an adult.)

⁸ *Mississippi*. 1916 C 111 s 6. (Violation of municipal ordinance or State law.)

⁹ *New Jersey*. Compiled Statutes 1910 p 1887 s 206. (Child charged with crime except murder or manslaughter, or being incorrigible. Adds disorderly and vagrant. For Essex and Hudson Counties see below.)

¹⁰ *Pennsylvania*. 1908 p 274 s 1. (Incorrigible and charged with violation of the law.)

¹¹ *New York*. 1909 C 478. (In addition "disorderly and ungovernable children" who desert their homes without cause, associate with dissolute, immoral, or vicious persons, or are not susceptible of proper control. Consolidated laws C 40 (Pena) s 486 (7).)

¹² *Arkansas*. 1911 A 215 amended 1917 A 420. Definition omits (9) and (12). *Colorado*. Revised Statutes 1908 s 586. Omits (10) and (12). *Delaware*. Revised Code 1915 s 3829. (Applies to city of Wilmington.) In addition, habitual smoking of cigarettes and violation of child-labor law. *Florida*. 1911 C 6216 s 1 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. Omits (7), (8), (9), (10), and (11). *Idaho*. 1911 C 159 art 17 s 152 amended 1917 C 84. Omits (10) and (12). *Illinois*. Hurd's Revised Statutes 1917 C 23 s 169. Omits (12). *Indiana*. Burns' Annotated Statutes Supplement 1918 s 1641. Omits (6), (10), (12). In addition, smoking of cigarettes and loitering about school building or yard. *Iowa*. Supplement 1913 s 254-a14. Omits (7), (9), (10), (11), and (12). *Kansas*. General Statutes 1915 s 3066. Omits (6) to (12) inclusive. *Kentucky*. Carroll's Statutes 1915 s 331e. *Louisiana*. Constitution 1913 art 118 s 3. Omits (7). In addition, begging, receiving alms or peddling or playing a musical instrument in a public place or accompanying anyone so doing. *Maryland*. 1916 C 326 s 1. Omits (6), (7), (8), (9), (10), and (12). *Massachusetts*. Revised Laws 1902 C 86 s 24; 1906 C 413 s 1 amended 1912 C 187 and 1916 C 243. C to (11) inclusive. In addition, vagrant. *Michigan*. Compiled Laws 1915 s 2011. *Minnesota*. 1 s 1. Omits (4) to (8) inclusive. In addition, knowingly visits any place where his presence is in violation of the law. *Missouri*. 1911 p 177 s 1 and 1917 p 195 s 1. *Montana*. 1911 p. 122 s 1. C and (12). *Nebraska*. Revised Statutes 1913 s 1244. Omits (10). *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 1) amended 1915 C 96 and 1917 C 74. Omits (7), (8), (9), (10), (11), and (12). *New Jersey*. 1912 C 353 s 5 amended 1918 C 81. (Counties of the first class.) Omits (6), (8),

a law or local ordinance (except crimes punishable by death or life imprisonment); (2) is incorrigible; (3) associates with thieves, criminals, prostitutes, vagrants, or vicious persons; (4) is growing up in idleness or crime; (5) knowingly visits a saloon, pool room, billiard room, or gambling place; (6) knowingly visits a house of ill-fame; (7) wanders about the streets at night; (8) wanders about railroad yards, jumps on moving trains, or enters any car or engine without authority; (9) habitually uses or writes vile, indecent, or obscene language; (10) absents himself from home without just cause or without the consent of parent or guardian; (11) is immoral or indecent; or (12) is an habitual truant.

In Arizona¹ only (1) and (2) are included in the definitions of delinquent, and in Washington² only (1), (8), and (9); but in these States children committing other offenses are considered as dependent rather than delinquent. In Nevada³ the law defines as delinquent a child who violates any law of the State or any ordinance of a city, town, or county. In addition, a child who commits any of the offenses enumerated above—from (2) to (11), inclusive—or is living under conditions that in most States would render him dependent, is considered as both dependent and delinquent.

In Alabama,⁴ California,⁵ and South Carolina,⁶ while the law formulates no definition of delinquency but enumerates specific offenses for which a child may be brought to court, most of the provisions given above are included.

and (10). In addition, one who is vagrant or disorderly or commits a crime except murder or manslaughter. *New Mexico*. 1917 C 4 s 1. Omits (10). *North Carolina*. Public Laws 1915 C 222 s 1. Includes only (1), (2), and (4), and wayward, unruly, and misdirected. *North Dakota*. Compiled Laws 1913 s 11403. Omits (12). In addition, habitual smoking of cigarettes, use of narcotic drugs, frequenting of place where indecent exhibitions are displayed. *Oklahoma*. Revised Laws 1910 s 4412. Omits (12). In addition, use of intoxicating liquor, injurious drugs, or cigarettes. *Oregon*. Lord's Oregon Laws 1910 s 4406. Omits (7) to (11) inclusive. *Rhode Island*. 1915 C 1185 s 1 amended 1917 C 1546. Omits (5), (6), (7), (8), (9), (11), and (12). *South Dakota*. 1915 C 119 s 1. Omits (7). In addition, habitual smoking of cigarettes, drinking of intoxicating liquor in public place or school house, visiting with one of opposite sex any restaurant or place where liquors are sold after 9 o'clock, or being found in private apartment or room of restaurant, lodging house, hotel or other place at night alone with one of the opposite sex. *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294; 1917 No 120 p 355. Omits (10). *Texas*. Code of Criminal Procedure 1911 Art 1197 amended 1913 C 112 and 1918 C 26. Omits (4), (6), (7), and (10). *Utah*. 1913 C 54 s 16. Omits (10) and (12). *Vermont*. General Laws 1917 s 7323. Omits (8) and (10). *Virginia*. 1914 C 350 s 1. Omits (8) and (10). In addition, use of intoxicating liquor or drugs. *West Virginia*. 1915 C 70 s 1 amended 1917 C 63. Omits (6) and (12). *Wisconsin*. Statutes 1915 C 30a s 573-1. Omits (7) and (10). *Wyoming*. 1915 C 99 s 2. Includes only (1) to (4) and victim of vicious habits.

¹ *Arizona*. Revised Statutes 1913 (Civil Code) s 3562. (See definition of dependency.)

² *Washington*. 1913 C 160 s 1. (See definition of dependency.)

³ *Nevada*. Revised Laws 1912 s 728. Omits (12). (In addition, see definition of dependency.)

⁴ *Alabama*. General Laws 1915 No 506 s 1. Omits (6), (10), and (12). In addition, a child who habitually smokes cigarettes, is in possession of pistol, dirk, bowie knife, or metal knuckles. Local Laws 1915 No 128, applying only to Mobile County, adds habitual begging. Local Laws 1915 No 361, applying only to Jefferson County, includes only (1).

⁵ *California*. 1915 C 631 s 1 amended 1917 C 627 and C 634. Omits (6) to (10) inclusive. Adds vagrant.

⁶ *South Carolina*. 1912 No 429 s 1 and 1917 No 73 s 1. Omits (5) to (10) inclusive.

Definition of dependency and neglect.

The dependent or neglected child is usually defined¹ as one who is (1) destitute, (2) homeless, (3) abandoned, (4) dependent upon the public for support, (5) without proper parental care or guardianship, (6) begging or receiving alms, (7) found living in a house of ill fame or with a vicious or disreputable person, (8) in a home unfit because of neglect, cruelty, or depravity on the part of the parents, (9) peddling or playing a musical instrument or singing in a public place, (10) in surroundings dangerous to morals, health, or general welfare or such as to warrant the State in assuming guardianship.

¹ *Arizona*. Revised Statutes 1913 (Penal Code) s 255. Omits (4) and (9). In addition, one who visits saloon, billiard room or pool room, without parent or guardian; is incorrigible, habitually uses intoxicating liquor, smokes cigarettes, or uses drugs; or is vagrant, frequents company of criminals, vagrants, or prostitutes, or is over fourteen and refuses to attend school as directed by parent or guardian. *Arkansas*. 1911 A 215 s 1 amended 1917 A 420. Omits (10). *Colorado*. Revised Statutes 1908 s 552. Omits (9). *Delaware*. Revised Code 1915 s 3829. Applies to Wilmington. Includes only (1), (2), (6), and (8). *Florida*. 1911 C 6216 s 1 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. Omits (7) and (10). *Idaho*. 1909 p 38 No 267 s 2 amended 1911 C 185 and C 193. Omits (7) and (10). *Illinois*. Hurd's Revised Statutes 1917 C 23 s 169. Omits (10). *Indiana*. Burns' Annotated Statutes 1914 ss 1642 and 1643. Omits (9). In addition, one who is employed in a saloon. *Iowa*. Supplement 1913 s 254-a14. *Kansas*. General Statutes 1915 s 3066. Omits (10). In addition, idle or immoral habits. *Kentucky*. Carroll's Statutes 1915 s 331e.1. Omits (10). *Louisiana*. Constitution 1913 art 118 s 3. Omits (2), (3), (6), (7), (9), and (10). In addition, wandering about streets at night without lawful business. *Maryland*. 1916 C 326 s 1. Omits (9) and (10). In addition, truant and feeble-minded or otherwise mentally deficient. *Massachusetts*. 1903 C 334 amended 1909 C 181. Includes (4), (5), (8), and (10). *Michigan*. Compiled Laws 1915 s 2011. Omits (10). In addition, illegitimate. *Minnesota*. 1917 C 397 s 1. Omits (1), (2), (4), and (10). In addition, mental defective, illegitimate, and one whose parents desire (for good cause) to be relieved of care and custody. *Mississippi*. 1916 C 111 s 6. Includes only (1), (2), (3), and (10). *Missouri*. 1911 p 177 s 1 and 1917 p 195 s 1. Omits (5) and (10). *Montana*. Revised Code 1907 s 7829. Omits (3), (9), and (10). *Nebraska*. Revised Statutes 1913 s 1244. *Nevada*. Revised Laws 1912 s 728. Omits (10). In addition, all provisions enumerated under definition of delinquency except violation of State law or ordinance of city, town, or county. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 1) amended 1915 C 96 and 1917 C 74. Omits (9) and (10). *New Mexico*. 1917 C 85 s 2. Omits (9) and (10). *North Carolina*. Public Laws 1915 C 222 s 1. Includes only (1), (2), (3), and (10). *North Dakota*. Compiled Laws 1913 s 11403. Omits (10). *Ohio*. General Code 1910 s 1645 amended 1913 p 864 and 1915 p 458. Omits (9). In addition, one given away or disposed of in employment, service, or occupation contrary to laws of State. *Oklahoma*. Revised Laws 1910 s 4412. Omits (10). *Oregon*. Lord's Oregon Laws 1910 ss 4406, 4425, and 4426. Omits (10). In addition, participating in public entertainment without permission of juvenile-court judge. *Pennsylvania*. 1903 p 274 s 1. Includes only (1) to (5). *Rhode Island*. General Laws 1909 C 139 s 1 and C 140 s 1. Includes only (3), (5), (6), and (8). In addition, one whose life or health is endangered by occupation in which it is permitted to engage, compelled to do wanton or improper acts or allowed to steal. *South Dakota*. 1915 C 119 s 1. Omits (1) and (10). In addition, orphan, child who frequents company of reputed thieves or prostitutes, or in possession of any person not the parent or lawful guardian or next of kin. *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. Omits (10). *Texas*. Revised Civil Statutes 1911 art 2184. Omits (9) and (10). In addition, one whose parent permits it to become addicted to the use of intoxicating liquors. *Utah*. Compiled Laws 1907 s 720x24 amended 1909 C 123; 1913 C 54 s 2. Omits (9). In addition, frequents saloon or place where intoxicating drink is sold or is wandering about late at night, or sleeping at night in the open air. *Vermont*. General Laws 1917 s 7323. Omits (9). *Virginia*. 1914 C 350 s 1. Omits (9) and (10). *Washington*. 1913 C 160 s 1. Omits (3) and (4). In addition, is vagrant, frequenting company of reputed criminals, vagrants or prostitutes, visits pool room, billiard room or saloon, is incorrigible or truant or uses intoxicating liquors, tobacco or drugs. *West Virginia*. 1915 C 70 s 1 amended 1917 C 63. Omits (10). *Wisconsin*. Statutes 1915 C 30a s 573-1. Omits (10). *Wyoming*. 1915 C 99 s 1. Includes only (1), (3), (4), (5). (6)

Alabama,¹ California,² the District of Columbia,³ Georgia,⁴ New York,⁵ and South Carolina⁶ do not define dependency but include some of these provisions in specifying the classes of children who may be brought into court. The New Jersey⁷ law does not define dependency, although dependent children may be committed by the juvenile court to certain schools for dependent and delinquent children.

In an act establishing temporary county homes for dependent and neglected children, Connecticut⁸ includes waifs; strays; children in charge of overseers of the poor; children of prisoners, drunkards, or paupers, and of others committed to hospitals, almshouses, or workhouses; and all children (between 4 and 18) deserted, neglected, cruelly treated, or dependent, or living in any disorderly house, or house reputed to be a house of ill fame or assignation.

Maine⁹ provides for the commitment of children who are cruelly treated or willfully neglected by their parents; not provided with suitable food, clothing, or the privileges of education; kept at or allowed to frequent any disorderly house, house of ill fame, gambling place, or place where intoxicating liquors are sold, or other place injurious to health or morals; and orphans without means of support.

5. Discretion of the court in case of crime.

In dealing with the child who is charged with a felony or a crime punishable by death or by life imprisonment, the legislatures of most States have refused to apply the essential principles of juvenile-court legislation. In the District of Columbia,¹⁰ Georgia,¹¹ Iowa,¹² Louisiana,¹³ Massachusetts,¹⁴ New Jersey,¹⁵ New York,¹⁶ Utah,¹⁷ and Vermont,¹⁸ the

¹ *Alabama*. General Laws 1915 No 506 s 1. Includes (10) only.

² *California*. 1915 C 631 s 1 amended 1917 C 627 and C 634. Omits (4), (7), and (9). In addition, is vagrant, frequents company of criminals, vagrants, or prostitutes; visits billiard rooms or pool rooms, saloon, etc.; uses intoxicating liquors or drugs, or smokes cigarettes; is insane, feeble-minded or mentally deficient.

³ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 8. Includes (1), (3), (6), (7), and (8), and incorrigible.

⁴ *Georgia*. 1915 No 210 s 2 amended 1916 No 575. Includes (1) only.

⁵ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 485 amended 1916 C 278; s 486 amended 1912 C 169, 1915 C 480, and 1917 C 430. Omits (1), (3), (4), and (10). In addition, one who frequents company of thieves or prostitutes, or is employed as ropewalker, gymnast, circus performer, etc.; or in illegal or indecent exhibition.

⁶ *South Carolina*. 1912 No 429 s 1; 1917 No 73 s 1. Includes only (1), (2), (6), and (8). In addition, child required to work contrary to law or in an unreasonable degree.

⁷ *New Jersey*. 1913 C 340.

⁸ *Connecticut*. General Statutes 1918 s 1766.

⁹ *Maine*. Revised Statutes 1916 C 64 s 53 amended 1917 C 297.

¹⁰ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 8. (Excludes jurisdiction over a crime or offense, capital or otherwise infamous, punishable by imprisonment in the penitentiary, or libel, conspiracy, or violation of the post-office and pension laws of the United States.)

¹¹ *Georgia*. 1915 No 210 s 2 amended 1916 No 575. (Excludes crime punishable by death or by life imprisonment.)

¹² *Iowa*. Supplement 1913 s 254-a14. (Excludes crime punishable by death or by life imprisonment.)

¹³ *Louisiana*. Constitution 1913 art 118 s 3. (Capital crimes excepted.)

¹⁴ *Massachusetts*. 1906 C 413 s 1 amended 1912 C 187 and 1916 C 243. (Excludes crime punishable by death or life imprisonment.)

¹⁵ *New Jersey*. Compiled Statutes 1910 p 1887 s 206. (Excludes murder or manslaughter and joint commission of crime with person over 16.)

¹⁶ *New York*. Consolidated Laws 1909 C 40 (Penal) art 196 s 2186. (Crime punishable by death or life imprisonment.) Same provision for Monroe and Ontario Counties— 1910 C 611 s 2 and 1913 C 270 s 2; Buffalo— 1911 C 651 amended 1917 C 571.

¹⁷ *Utah*. 1913 C 54 s 16. (Exclu

shable by death or life imprisonment)

¹⁸ *Vermont*. General Laws 19

les crime punishable by death or life imprisonment.)

law specifically excludes the juvenile court from jurisdiction in such cases. In the great majority of States ¹ in which the juvenile court may have jurisdiction, the judge may in his discretion dismiss the case and allow the child to be tried in the regular criminal courts or under the ordinary procedure. In some States ² it is even possible for the judge so to transfer a merely delinquent child, if he thinks reformation is impossible. In Nevada,³ however, it is possible, in the discretion of the judge and with the consent of the accused, to extend the juvenile-court procedure to a person between 18 and 21 who is charged with felony.

B. OVER ADULTS.

1. Contributing to delinquency and dependency.

Forty States and the District of Columbia now have laws making adults criminally liable for contributing to a child's becoming delinquent or dependent.⁴ The court which has jurisdiction over juvenile cases is usually given this jurisdiction.⁵ This plan

¹ *Arizona*. Revised Statutes 1913 (Civil Code) s 3562. (May suspend criminal prosecution for any offense committed by child. The assumption is that the judge may allow criminal prosecution to proceed in some cases.) *Arkansas*. 1911 A 215 s 10 amended 1917 A 420. *California*. 1915 C 631 s 4c amended 1917 C 627 and C 634. *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177a. *Kansas*. General Statutes 1915 s 3076. *Kentucky*. Carroll's Statutes 1915 s 331e.5. *Maryland*. 1916 C 326 s 7. (At request of minor accused.) *Michigan*. Compiled Laws 1915 s 2012. (Children over 14.) *Mississippi*. 1916 C 111 s 13. *Montana*. 1911 C 122 s 6. *Nevada*. Revised Laws 1912 s 737. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 15) amended 1915 C 96 and 1917 C 74. *New Mexico*. 1917 C 4 s 9. *North Dakota*. Compiled Laws 1913 s 11412. *Ohio*. General Code 1910 s 1681. *Oklahoma*. Revised Laws 1910 s 4424. *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249. *Rhode Island*. 1915 C 1185 s 9 amended 1917 C 1546. *South Carolina*. 1912 No 429 ss 3 and 6; 1917 No 73 s 6. *South Dakota*. 1915 C 119 s 18. *Tennessee*. Public Acts 1911 C 58 s 9 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. *Texas*. Code Criminal Procedure 1911 art 1197 amended 1913 C 112 and 1918 C 26. *Washington*. 1913 C 160 s 12.

² *Alabama*. General Laws 1915 No 506 s 9. *Georgia*. 1915 No 210 s 16 amended 1916 No 575. *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177a. *Massachusetts*. 1906 C 413 s 11 amended 1912 C 187 and 1916 C 243. (Over 14.) *Minnesota*. 1917 C 397 s 21. (Over 12.) *Mississippi*. 1916 C 111 s 13. *Missouri*. 1917 p 195 s 2. *Nevada*. Revised Laws 1912 s 737. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 15) amended 1915 C 96 and 1917 C 74. *New Jersey*. Compiled Statutes 1910 p 1887 s 209. *North Dakota*. Compiled Laws 1913 s 11412. *Oklahoma*. Revised Laws 1910 s 4424. *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249. *Rhode Island*. 1915 C 1185 s 9 amended 1917 C 1546. *South Dakota*. 1915 C 119 s 13. *West Virginia*. 1915 C 70 s 11 amended 1917 C 63.

³ *Nevada*. Revised Laws 1912 s 737.

⁴ Connecticut, Delaware, New Hampshire, North Dakota, Oklahoma, South Carolina, Vermont, and Wyoming have not yet enacted such legislation.

⁵ This is the case in the following States: *Alabama*. General Laws 1915 No 506 s 10. (Allows \$100 fine, imprisonment in county jail for 6 months, or both.) *Arizona*. Revised Statutes 1913 (Penal Code) ss 256-257. (\$500 fine, 1 year's imprisonment, or both.) *California*. 1915 C 631 s 21 amended 1917 C 627 and C 634. (\$1,000 fine, 2 years' imprisonment, or both.) *Colorado*. 1909 C 157 ss 8 and 9. (\$1,000 fine, 1 year's imprisonment, or both for delinquency; \$100 fine, 90 days' imprisonment, or both for dependency or neglect.) *District of Columbia*. 34 US Statutes at Large p 73 s 24. (\$100 fine, 3 months' imprisonment, or both.) *Georgia*. 1915, No 210 s 37 amended 1916 No 575. (Juvenile court has jurisdiction if offense is a misdemeanor, but not if it amounts to a felony.) *Idaho*. 1911 C 159 art 17 s 159 amended 1917 C 84. (\$300 fine, 6 months' imprisonment, or both for delinquency.) *Indiana*. Burns' Annotated Statutes 1914 s 1645; Supplement 1918 s 1648. (\$500 fine, 6 months' imprisonment, or both.) *Iowa*. Supplement 1913 s 254-a31. (Applies only to dependency and neglect.) *Kansas*. General Statutes 1915 ss 3080 and 3081. (\$1,000 fine, 1 year's imprisonment, or both.) *Kentucky*. Carroll's Statutes 1915 ss 331g.1-331g.6; 331d.1-331d.11. (\$100 fine, 50 days' imprisonment, or both.) *Louisiana*. Constitution 1913 art 118 s 3; 1916 No 139; 1918 No 169. (\$200 fine, 1 year's imprisonment, or both.) *Maryland*. 1916 C 326 s 13. (Fine, imprisonment, or both, in the discretion of the court.) *Massachusetts*. 1906 C 413 s 13 amended 1912 C 187 and 1916 C 243. (Applies to delinquency. \$50 fine, 6 months' imprisonment, or both.) *Minnesota*. 1917 C 397 ss 27 and 28. (Court may impose conditions.) *Missouri*. 1916 C 111 s 11. (Court may request person responsible to do or omit to do any act, and failure to may be punished as contempt of court, but this shall not prevent action being brought under any statute.) *Missouri*. Revised Statutes 1909 s 4491. (Applies to delinquency. \$500 fine, 6 months' im-

in Virginia,¹ where a special juvenile and domestic relations court is established, this court has jurisdiction over cases of desertion and nonsupport.

3. Crimes against children.

The juvenile court has jurisdiction over persons accused of offenses against children in Colorado,² the District of Columbia,³ and Virginia.⁴

4. Mothers' pensions.

The juvenile court administers the "mothers' aid" law in Arkansas,⁵ Colorado,⁶ Illinois,⁷ Iowa,⁸ Maryland,⁹ Michigan,¹⁰ Minnesota,¹¹ Missouri,¹² Montana,¹³ New Jersey,¹⁴ Ohio,¹⁵ Oklahoma,¹⁶ Oregon,¹⁷ South Dakota,¹⁸ Tennessee,¹⁹ Utah,²⁰ Washington,²¹ and Wisconsin.²²

5. Other jurisdiction.

The juvenile court has jurisdiction over the case of an adult violating the child-labor law in Delaware,²³ the District of Columbia,²⁴ Utah,²⁵ and certain counties in New York;²⁶ over the failure of a parent to comply with the compulsory school-attendance law in

¹ *Virginia*. 1914 C 57.

² *Colorado*. Revised Statutes 1908 s 1607. (Jurisdiction in any criminal case against an adult person for the violation of any criminal law where the offense shall be against the person or involve the morals of a child or minor. Also jurisdiction under acts involving duties to, or responsibility for, a child, of any parent, guardian, or other person.)

³ *District of Columbia*. United States Revised Statutes Supplement 1891 C 58 p 474 ss 2 and 4; 34 U. S. Statutes at Large p 73 s 8. (Any person enticing girl under 18 into house of ill fame and all persons violating any law relating to or affecting the protection of children.)

⁴ *Virginia*. 1914 C 57 s 7. (Juvenile and domestic relations court in cities of over 50,000 has jurisdiction over all cases involving the prosecution and punishment of adults charged with offenses against children under 18.)

⁵ *Arkansas*. 1917 A 326.

⁶ *Colorado*. Revised Statutes 1908 s 558 amended 1913 p 694.

⁷ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 298.

⁸ *Iowa*. Supplement 1913 s 254-a20.

⁹ *Maryland*. 1916 C 670.

¹⁰ *Michigan*. Compiled Laws 1915 s 2017.

¹¹ *Minnesota*. 1917 C 223.

¹² *Missouri*. 1911 p 120 amended 1913 p 146.

¹³ *Montana*. 1917 C 83 repealing 1915 C 86.

¹⁴ *New Jersey*. 1913 C 281 amended 1915 C 118.

¹⁵ *Ohio*. General Code 1910 ss 1683-2 to 1683-10 added by 1913 p 864 and 1914 p 199, and amended 1915 p 436.

¹⁶ *Oklahoma*. 1915 C 183. (County court. Not stated whether sitting as juvenile court.)

¹⁷ *Oregon*. 1917 C 267.

¹⁸ *South Dakota*. 1917 C 300. (County court. Not stated whether sitting as juvenile court.)

¹⁹ *Tennessee*. Public Acts 1915 C 32 p 90.

²⁰ *Utah*. 1913 C 90. (Only in counties of 125,000 or more.)

²¹ *Washington*. 1915 C 135.

²² *Wisconsin*. Statutes 1915 s 573f.

²³ *Delaware*. Revised Code 1915 s 3842. (Wilmington.)

²⁴ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 8.

²⁵ *Utah*. 1911 C 144 s 15.

²⁶ *New York*. 1910 C 612 (Monroe County); 1918 C 464 s 20 (Chautauqua County. Jurisdiction in all cases arising under art 44 of the Penal Law).

Idaho,¹ Indiana,² Kansas,³ Montana,⁴ and New Jersey;⁵ and in cases brought for the purpose of providing support and maintenance of children born out of wedlock in the District of Columbia.⁶ The judge of the juvenile court in Oregon⁷ has power to make a compromise with the putative father of an illegitimate child relative to the support of the child. Cases concerning the concealment of the birth of a child may be brought to the juvenile court in certain counties in New York.⁸ In Ohio⁹ the judge may give consent to the marriage of persons under legal age who are without parents or legal guardians.

Adults aiding the escape of a child from an institution in Delaware,¹⁰ or furnishing a minor in an institution with tobacco in certain counties in New York,¹¹ are subject to the jurisdiction of the juvenile court.

¹ *Idaho*. 1911 C 159 s 151 amended 1917 C 84.

² *Indiana*. Burns' Annotated Statutes 1914 s 6678 amended 1915 C 77.

³ *Kansas*. General Statutes 1915 ss 9416-9417.

⁴ *Montana*. 1913 C 76 s 1107.

⁵ *New Jersey*. 1913 C 221 s 4 amended 1915 C 224.

⁶ *District of Columbia*. 37 U. S. Statutes at Large p 134.

⁷ *Oregon*. 1917 C 48 s 12.

⁸ *New York*. 1910 C 612; 1918 C 464 s 20. (Monroe and Chautauqua Counties. See note above.)

⁹ *Ohio*. General Code 1910 s 11181-1 added 1915 p 17.

¹⁰ *Delaware*. Revised Code 1915 s 3840A added 1917 C 263.

¹¹ *New York*. 1910 C 612; 1918 C 464 s 20. (Monroe and Chautauqua Counties.)

III. PRELIMINARY PROCEDURE.

A. PETITION OR COMPLAINT.

In most States proceedings are begun in juvenile cases by petition, filed by any reputable person who believes that the child is within the provisions of the law. This is the case in Alabama,¹ Arizona,² Arkansas,³ California,⁴ Colorado,⁵ Delaware,⁶ Florida,⁷ Georgia,⁸ Illinois,⁹ Iowa,¹⁰ Kansas,¹¹ Kentucky,¹² Louisiana,¹³ Maryland,¹⁴ Michigan,¹⁵ Minnesota,¹⁶ Mississippi,¹⁷ Missouri,¹⁸ Montana,¹⁹ Nebraska,²⁰ Nevada,²¹ New Hampshire,²² New Mexico,²³ North Carolina,²⁴ North Dakota,²⁵ Oklahoma,²⁶ Oregon,²⁷ Pennsylvania,²⁸ Rhode Island,²⁹ South Carolina,³⁰ South Dakota,³¹ Tennessee,³² Vermont,³³ Virginia,³⁴ Washington,³⁵ West Virginia,³⁶ and Wisconsin,³⁷ and in certain counties in New York.³⁸ The petition must be

-
- ¹ *Alabama*. General Laws 1915 No 506 s 3.
² *Arizona*. Revised Statutes 1913 (Civil Code) ss 3562, 3564, 3565.
³ *Arkansas*. 1911 A 215 s 4 amended 1917 A 420.
⁴ *California*. 1915 C 631 s 3 amended 1917 C 627 and C 634.
⁵ *Colorado*. Revised Statutes 1908 ss 554, 555; s 588 amended 1909 C 156.
⁶ *Delaware*. Revised Code 1915 s 3834. (Wilmington.)
⁷ *Florida*. 1911 C 6216 s 3 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. (By probation officer.)
⁸ *Georgia*. 1915 No 210 s 3 amended 1916 No 575.
⁹ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 172.
¹⁰ *Iowa*. Supplemental Supplement 1915 s 254-a15.
¹¹ *Kansas*. General Statutes 1915 s 3068.
¹² *Kentucky*. Carroll's Statutes 1915 s 331e.4.
¹³ *Louisiana*. Constitution 1913 art 118 ss 1 and 4. (Called "affidavit" instead of "petition.")
¹⁴ *Maryland*. 1916 C 326 ss 3 and 6.
¹⁵ *Michigan*. Compiled Laws 1915 s 2015.
¹⁶ *Minnesota*. 1917 C 397 s 7.
¹⁷ *Mississippi*. 1916 C 111 ss 7 and 8.
¹⁸ *Missouri*. 1911 p 177 s 3; 1917 p 195 s 3. (Applies only to neglected children.)
¹⁹ *Montana*. 1911 C 122 s 5.
²⁰ *Nebraska*. Revised Statutes 1913 s 1247.
²¹ *Nevada*. Revised Laws 1912 ss 728 and 731.
²² *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 4) amended 1915 C 96 and 1917 C 74.
²³ *New Mexico*. 1917 C 4 s 4. (Called "affidavit" instead of "petition.")
²⁴ *North Carolina*. Public Laws 1915 C 222 s 2. (Affidavit or oral testimony.)
²⁵ *North Dakota*. Compiled Laws 1913 ss 11406 and 11407.
²⁶ *Oklahoma*. Revised Laws 1910 s 4416.
²⁷ *Oregon*. Lord's Oregon Laws 1910 s 4416.
²⁸ *Pennsylvania*. 1903 p 274 s 2.
²⁹ *Rhode Island*. 1915 C 1185 s 4 amended 1917 C 1546.
³⁰ *South Carolina*. 1917 No 73 s 1; 1912 No 429 s 1.
³¹ *South Dakota*. 1915 C 119 ss 4 and 5.
³² *Tennessee*. Public Acts 1911 C 58 ss 4 and 6 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.
³³ *Vermont*. General Laws 1917 s 7325.
³⁴ *Virginia*. 1914 C 350 s 8.
³⁵ *Washington*. 1913 C 160 s 5.
³⁶ *West Virginia*. 1915 C 70 ss 1 and 4 amended 1917 C 63.
³⁷ *Wisconsin*. Statutes 1915 s 573-4.
³⁸ *New York*. 1910 C 611 s 3; 1913 C 270 s 3; 1918 C 464 s 3. (Monroe, Ontario, and Chautauqua Counties.)

verified in Georgia, Iowa, Minnesota, Nebraska, Washington, and West Virginia; sworn in Michigan, Montana, and Rhode Island; and verified by affidavit in Colorado, Illinois, Kansas, Louisiana, Missouri, New Hampshire, New York, Oklahoma, Oregon, South Carolina, South Dakota, Tennessee, Vermont, Virginia, and Wisconsin. In the District of Columbia¹ the law requires "information filed by the corporation counsel or his assistant." In Connecticut,² Massachusetts,³ New Jersey,⁴ and New York⁵ the complaint is still used; and in Idaho,⁶ Indiana,⁷ Missouri,⁸ Ohio,⁹ Texas,¹⁰ and Utah¹¹ the law provides for sworn complaint.

B. SUMMONS OR WARRANT.

A further step in differentiating the juvenile-court process from ordinary procedure is made by securing the attendance of the parent or guardian and the child by summons instead of by warrant. The laws of Alabama,¹² Arkansas,¹³ Colorado,¹⁴ Connecticut,¹⁵ Delaware,¹⁶ Georgia,¹⁷ Illinois,¹⁸ Indiana,¹⁹ Iowa,²⁰ Kansas,²¹ Kentucky,²² Louisiana,²³ Maryland,²⁴ Massachusetts,²⁵ Michigan,²⁶ Minnesota,²⁷ Mississippi,²⁸ Missouri,²⁹ Nebraska,³⁰ Nevada,³¹ New Hampshire,³² North Dakota,³³

¹ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 12.

² *Connecticut*. General Statutes 1918 s 1822. (By parent, guardian, selectman, grand juror, or other officer of town.)

³ *Massachusetts*. 1906 C 413 s 3 amended 1912 C 187 and 1916 C 243; 1903 C 334 s 1 amended 1909 C 181.

⁴ *New Jersey*. Compiled Statutes 1910 p 1887 s 208.

⁵ *New York*. 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 80, 1911 C 651 s 519, 1914 C 124, and 1917 C 571. (Applies to Buffalo. No provision for rest of State outside Monroe and Ontario Counties.)

⁶ *Idaho*. 1911 C 159 ss 151, 154, 162, 173 amended 1917 C 84. (Prosecuting attorney. Truancy cases may be begun by probation officer, truant officer, or other reputable person.)

⁷ *Indiana*. Burns' Annotated Statutes 1914 ss 1632 and 1644.

⁸ *Missouri*. 1911 p 177 s 7. (By city prosecuting or circuit attorney.)

⁹ *Ohio*. General Code 1910 s 1647 amended 1913 p 864.

¹⁰ *Texas*. Revised Civil Statutes 1911 art 2186; Code of Criminal Procedure 1911 art 1199 amended 1913 C 112. (Petition in case of dependent or neglected child, sworn complaint in case of delinquent child.)

¹¹ *Utah*. 1913 C 54 s 4.

¹² *Alabama*. General Laws 1915 No 506 s 3; Local Laws 1915 No 128 s 3 and No 361 s 6. (In Mobile County either summons or warrant.)

¹³ *Arkansas*. 1911 A 215 ss 4 and 5 amended 1917 A 420.

¹⁴ *Colorado*. Revised Statutes 1908 ss 554 and 555; s 558 amended 1909 C 156. (Summons or citation.)

¹⁵ *Connecticut*. 1917 C 308 ss 1 and 5. (Between 14 and 18 may be summoned rather than arrested. Under 14 must be summoned.)

¹⁶ *Delaware*. Revised Code 1915 s 3834. (Wilmington.)

¹⁷ *Georgia*. 1915 No 210 ss 4, 6, and 7 amended 1916 No 575.

¹⁸ *Illinois*. Hurd's Revised Statutes 1917 C 23 ss 172 and 173.

¹⁹ *Indiana*. Burns' Annotated Statutes 1914 s 1632.

²⁰ *Iowa*. Supplemental Supplement 1915 s 254-a16.

²¹ *Kansas*. General Statutes 1915 ss 3067 and 3069.

²² *Kentucky*. Carroll's Statutes 1915 s 331e.4.

²³ *Louisiana*. Constitution 1913 art 118 s 4.

²⁴ *Maryland*. 1916 C 326 s 4.

²⁵ *Massachusetts*. Revised Laws 1902 C 86 ss 14-15; 1906 C 413 ss 3 and 4 amended 1912 C 187 and 1916 C 243. (For child under 14 only.)

²⁶ *Michigan*. Compiled Laws 1915 s 2015.

²⁷ *Minnesota*. 1917 C 397 s 8.

²⁸ *Mississippi*. 1916 C 111 s 8.

²⁹ *Missouri*. 1911 p 177 s 4 and 1917 p 195 s 4.

³⁰ *Nebraska*. Revised Statutes 1913 s 1248.

³¹ *Nevada*. Revised Laws 1912 ss 731-732.

³² *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 5) amended 1915 C 96 and 1917 C 74.

³³ *North Dakota*. Compiled Laws 1913 ss 11406 and 11407.

Oklahoma,¹ Rhode Island,² South Carolina,³ South Dakota,⁴ Tennessee,⁵ Vermont,⁶ Virginia,⁷ Washington,⁸ West Virginia,⁹ Wisconsin,¹⁰ and part of New Jersey¹¹ and New York¹² provide for the use of the "summons." In California,¹³ Florida,¹⁴ Montana,¹⁵ New Mexico,¹⁶ Ohio,¹⁷ and Oregon¹⁸ a "citation" is used. In Alabama, Delaware, Georgia, Illinois, Iowa, Kansas, Minnesota, Nevada, New Hampshire, New Mexico, New York, North Dakota, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Virginia, Washington, and West Virginia failure to obey summons or citation may be punished as contempt of court. Arkansas, California, Delaware, Florida, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Massachusetts, Minnesota, Nebraska, Nevada, New Hampshire, New Mexico, North Dakota, Oklahoma, Oregon, Rhode Island, South Dakota, Vermont, Virginia, Washington, West Virginia, and Wisconsin provide that a warrant may be issued if a summons seems likely to be ineffectual. Arizona¹⁹ and Pennsylvania²⁰ give the judge power to "make all necessary orders" for the appearance of the persons against whom complaint is filed, but do not describe the form. In New Jersey²¹ and Utah²² "notice of hearing" is served by sheriff, constable, police officer, or probation officer. In Idaho,²³ New York,²⁴ Texas,²⁵ and Hamilton County, Tenn.,²⁶ the only provision is for "warrant or capias." In the District of Columbia²⁷ the court may "issue process for the arrest" of persons against whom complaint has been filed. North Carolina²⁸ provides only that "any child under 18 may be arrested."

¹ *Oklahoma*. Revised Laws 1910 ss 4417 and 4418.

² *Rhode Island*. 1915 C 1185 s 5 amended 1917 C 1546.

³ *South Carolina*. 1912 No. 429 ss 1 and 8; 1917 No 73 ss 1 and 8.

⁴ *South Dakota*. 1915 C 119 ss 6-9.

⁵ *Tennessee*. Public Acts 1911 C 58 s 5 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

⁶ *Vermont*. General Laws 1917 s 7326.

⁷ *Virginia*. 1914 C 350 s 8.

⁸ *Washington*. 1913 C 160 ss 6 and 7.

⁹ *West Virginia*. 1915 C 70 ss 4 and 5 amended 1917 C 63.

¹⁰ *Wisconsin*. Statutes 1915 ss 573-5.1 and 573-5.2.

¹¹ *New Jersey*. 1912 C 353 s 7 amended 1918 C 81. (Counties of the first class.)

¹² *New York*. 1910 C 611 ss 4 and 6; 1913 C 270 ss 4 and 6 (Monroe and Ontario Counties); 1891 C 1 s 5 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 531-c, 1914 C 124, and 1917 C 571 (Buffalo); 1913 C 464 s 4 (Chautauqua County).

¹³ *California*. 1915 C 631 ss 4, 4a, 4b, and 15e amended 1917 C 627 and C 634.

¹⁴ *Florida*. 1911 C 6216 s 4 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332; 1911 C 6221 s 1.

¹⁵ *Montana*. 1911 C 122 s 5.

¹⁶ *New Mexico*. 1917 C 4 s 4.

¹⁷ *Ohio*. General Code 1910 s 1648 amended 1913 p. 864.

¹⁸ *Oregon*. Lord's Oregon Laws 1910 s 4410.

¹⁹ *Arizona*. Revised Statutes (Civil Code) 1913 s 3564.

²⁰ *Pennsylvania*. 1903 p. 274 s 2.

²¹ *New Jersey*. Compiled Statutes 1910 p 1887 ss 209 and 210.

²² *Utah*. 1913 C 54 ss 5 and 6.

²³ *Idaho*. 1911 C 159 s 155 amended 1917 C 84.

²⁴ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486 (5) amended 1912 C 169, 1915 C 480, and 1917 C 430. (Except in counties mentioned above.)

²⁵ *Texas*. Code of Criminal Procedure 1911 art 1200 amended 1913 C 112.

²⁶ *Tennessee*. Private Acts 1911 C 182 s 2.

²⁷ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 17.

²⁸ *North Carolina*. Public Laws 1915 C 222 s 2.

C. PRELIMINARY INVESTIGATION.

A majority of the States¹ provide by law for a preliminary investigation of the case by the probation officer before the child is brought in for hearing. Other States² which require an investigation do not state when it shall be made, and the rest³ do not mention it at all.

D. CUSTODY AND CARE OF CHILD PENDING HEARING.

The method of detaining the child before and during trial is one of the most significant features of juvenile-court legislation. Under the criminal law the child who could not give bond for his appearance was sent to jail to await his trial. Georgia,⁴ Iowa,⁵ Louisiana,⁶ Michigan,⁷ Missouri,⁸ Montana,⁹ New Hampshire,¹⁰ Ohio,¹¹ Pennsylvania,¹² Rhode Island,¹³ South Carolina,¹⁴ Virginia,¹⁵ Jefferson County, Ala.,¹⁶ and Hamilton County, Tenn.,¹⁷ now provide

¹ *Alabama*. General Laws 1915 No 506 s 3; Local Laws 1915 No 128 s 3 and No 361 s 6. (Obligatory only in Jefferson County.) *Arizona*. Revised Statutes 1913 (Civil Code) ss 3562 and 3566. *California*. 1915 C 631 ss 4 and 20 amended 1917 C 627 and C 634. *Connecticut*. General Statutes 1918 s 6670. *Georgia*. 1915 No 210 ss 4 and 20 amended 1916 No 575. *Idaho*. 1911 C 159 s 163 amended 1917 C 84. (To be made if possible.) *Illinois*. Hard's Revised Statutes 1917 C 23 s 174. *Indiana*. Burns' Annotated Statutes 1914 s 1632. *Iowa*. Supplement 1913 s 254-a18. *Kansas*. General Statutes 1915 s 3067. *Kentucky*. Carroll's Statutes 1915 s 331e. *Louisiana*. Constitution 1913 art 118 ss 1 and 2. *Massachusetts*. 1906 C 413 s 7 amended 1912 C 187 and 1916 C 243. *Michigan*. Compiled Laws 1915 s 2013. *Missouri*. 1911 p 177 ss 9 and 13; 1917 p 195 s 11. *Montana*. 1911 C 122 s 14 amended 1915 C 52. *Nebraska*. Revised Statutes 1913 s 1249 amended 1915 C 24 and 1917 C 24. *Nevada*. Revised Laws 1912 s 733 amended 1917 C 63. *New Jersey*. 1912 C 353 s 7 amended 1918 C 81. (Applies only to Essex and Hudson Counties. Not obligatory. No mention of investigation in rest of State.) *New York*. 1910 C 659 s 39 amended 1911 C 721, 1913 C 691, and 1915 C 531 (applies to New York City); 1910 C 611 s 4 (Monroe County); 1913 C 270 s 4 (Ontario County); 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 70, 1911 C 651 s 521, 1914 C 124, and 1917 C 571 (Buffalo); 1910 C 676 s 31 amended 1916 C 487 and 1917 C 112 (Syracuse). (For rest of State see below.) *North Dakota*. Compiled Laws 1913 s 11408. *Ohio*. General Code 1910 s 1663. *Rhode Island*. 1915 C 1185 s 18 amended 1917 C 1546. *South Dakota*. 1915 C 119 s 24. *Tennessee*. Public Acts 1911 C 58 s 6 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. *Texas*. Revised Civil Statutes 1911 art 2188; Code of Criminal Procedure 1911 art 1202 amended 1913 C 112. *Utah*. 1913 C 54 s 14. *Vermont*. General Laws 1917 s 7326. *Virginia*. 1914 C 350 s 5. *Washington*. 1913 C 160 s 3. *West Virginia*. 1915 C 70 s 6 amended 1917 C 63. *Wisconsin*. Statutes 1915 s 573-3.1 and 573-3.4.

² *Arkansas*. 1911 A 215 s 6 amended 1917 A 420. *Colorado*. Revised Statutes 1908 s 593. *Delaware*. Revised Code 1915 s 3833 amended 1917 C 252. *Florida*. 1911 C 6216 s 5 amended by 1913 C 6494, 1915 C 6919, and 1917 C 7352. *Maryland*. 1916 C 326 s 6; Code of Public Local Laws art 4 s 886 B amended 1902 C 611, 1904 C 514, and 1912 C 618. *Minnesota*. General Statutes 1913 s 9387; 1917 C 397 s 9. *Mississippi*. 1916 C 111 s 19. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 ss 5-6) amended 1915 C 96 and 1917 C 74. *New York*. Code of Criminal Procedure Part I Title 1 s 11a(2). *Oregon*. Lord's Oregon Laws 1910 s 4411. *Pennsylvania*. 1903 p 274 s 3 amended 1909 p 89. *Rhode Island*. 1915 C 1185 s 8 amended 1917 C 1546. *South Carolina*. 1917 No 73 s 4; 1912 No 429 s 5.

³ District of Columbia, New Mexico, North Carolina, Oklahoma, Maine, and Wyoming.

⁴ *Georgia*. 1915 No 210 s 19 amended 1916 No 575.

⁵ *Iowa*. Supplement 1913 s 254-a24. (Extends to children under 17.)

⁶ *Louisiana*. Constitution 1913 art 118 s 4.

⁷ *Michigan*. Compiled Laws 1915 s 2013.

⁸ *Missouri*. 1911 p 177 s 13 and 1917 p 195 s 6.

⁹ *Montana*. 1911 C 122 s 5.

¹⁰ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 16) amended 1915 C 96 and 1917 C 74.

¹¹ *Ohio*. General Code 1910 s 4102.

¹² *Pennsylvania*. 1903 p 274 s 7.

¹³ *Rhode Island*. 1915 C 1185 s 8 amended 1917 C 1546.

¹⁴ *South Carolina*. 1917 No 73 s 7; 1912 No 429 s 7.

¹⁵ *Virginia*. 1914 C 350 s 2.

¹⁶ *Alabama*. Local Laws 1915 No 361 s 7. (Applies to Jefferson County.)

¹⁷ *Tennessee*. Private Acts 1911 C 182.

that no child who comes under the jurisdiction of the juvenile court shall under any circumstances be detained in a police station or jail. Arkansas,¹ California,² Colorado,³ Delaware,⁴ Florida,⁵ Idaho,⁶ Illinois,⁷ Indiana,⁸ Kentucky,⁹ Minnesota,¹⁰ Nebraska,¹¹ Nevada,¹² Oklahoma,¹³ Oregon,¹⁴ South Dakota,¹⁵ Utah,¹⁶ Washington,¹⁷ West Virginia,¹⁸ and Wisconsin¹⁹ have this provision only for children under certain ages. In Alabama,²⁰ "if absolutely necessary," a child "may be kept in jail for safe-keeping." In Kansas²¹ it is permissible if the child has committed a felony. Mississippi²² prohibits placing a child under 17 in jail unless he is to be remanded to the grand jury. Tennessee²³ provides that if a child is apprehended at night and no disposition can be made he may be placed in a jail or police station until morning. While Massachusetts²⁴ prohibits detention in jail under 14, an exception is made in the case of a boy between 12 and 14 who has violated a law.

Alabama,²⁵ Arizona,²⁶ Georgia,²⁷ Maryland,²⁸ Missouri,²⁹ New Jersey,³⁰ New York,³¹ North Carolina,³² Pennsylvania,³³ South Carolina,³⁴ Tennessee,³⁵ Texas,³⁶ and Wisconsin³⁷ require that children who are confined

¹ *Arkansas*. 1911 A 215 s 11 amended 1917 A 420. (Under 12.)

² *California*. 1915 C 631 s 14 amended C 627 and C 634. (Under 16.)

³ *Colorado*. Revised Statutes 1908 s 591. (Under 14.)

⁴ *Delaware*. Revised Code 1915 s 3836. (Under 14.)

⁵ *Florida*. 1911 C 6216 ss 4 and 11 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

⁶ *Idaho*. 1911 C 159 s 155 amended 1917 C 84. (Under 14.)

⁷ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 179. (Under 12.)

⁸ *Indiana*. Burns' Annotated Statutes 1914 s 1637. (Under 14.)

⁹ *Kentucky*. Carroll's Statutes 1915 s 331e.4.

¹⁰ *Minnesota*. 1917 C 265. (Under 14.)

¹¹ *Nebraska*. Revised Statutes 1913 s 1254. (Under 14.)

¹² *Nevada*. Revised Laws 1912 s 742. (Under 12.)

¹³ *Oklahoma*. Revised Laws 1910 s 4425. (Under 12.)

¹⁴ *Oregon*. Lord's Oregon Laws 1910 s 4418. (Under 14.)

¹⁵ *South Dakota*. 1915 C 119 s 9. (Under 15.)

¹⁶ *Utah*. Compiled Laws 1907 s 720x33. (Under 16.)

¹⁷ *Washington*. 1913 C 160 s 11. (Under 16.)

¹⁸ *West Virginia*. 1915 C 70 s 16 amended 1917 C 63. (Under 12.)

¹⁹ *Wisconsin*. Statutes 1915 s 573-9.1.

²⁰ *Alabama*. General Laws 1915 No. 506.

²¹ *Kansas*. General Statutes 1915 s 3070.

²² *Mississippi*. 1916 C 111 s 9.

²³ *Tennessee*: Public Acts 1911 C 58 s 11 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. (In Knox County not to be confined in jail if avoidable.)

²⁴ *Massachusetts*. 1906 C 413 s 3 amended 1912 C 187 and 1916 C 243.

²⁵ *Alabama*. General Laws 1915 No 506.

²⁶ *Arizona*. Revised Statutes 1913 (Penal Code) s 1468.

²⁷ *Georgia*. 1915 No 210 s 19 amended 1916 No 575. (Under 16.)

²⁸ *Maryland*. 1916 C 326 s 12.

²⁹ *Missouri*. 1911 p 177 s 12; 1917 p 195 s 9.

³⁰ *New Jersey*. Compiled Statutes 1910 p 1875 s 166. (Not to be detained more than 24 hours unless separated.)

³¹ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486 (8) amended 1912 C 169, 1915 C 480, and 1917 C 430; 1910 C 611 s 5; 1913 C 270 s 5; 1918 C 464 s 10.

³² *North Carolina*. 1915 C 222 s 5.

³³ *Pennsylvania*. 1903 p 274 s 7.

³⁴ *South Carolina*. 1912 No 429 s 7; 1917 No 73 s 7.

³⁵ *Tennessee*. Public Acts 1911 C 58 s 5 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

³⁶ *Texas*. Code of Criminal Procedure 1911 art 1200 amended 1913 C 112 p 124.

³⁷ *Wisconsin*. Statutes 1915 s 573-9.3. (Under 16.)

in any jail, police station, or house of detention shall be kept apart from adult prisoners.

In the majority of cases it is considered best to allow the child to remain at home pending trial, unless the surroundings are such as to warrant his immediate removal. In Arizona,¹ Arkansas,² California,³ Florida,⁴ Illinois,⁵ Louisiana,⁶ Minnesota,⁷ Missouri,⁸ Nebraska,⁹ Nevada,¹⁰ New Hampshire,¹¹ North Dakota,¹² Oklahoma,¹³ Oregon,¹⁴ Pennsylvania,¹⁵ South Dakota,¹⁶ Tennessee,¹⁷ Vermont,¹⁸ Virginia,¹⁹ Washington,²⁰ and West Virginia²¹ the law provides that the child may remain in the control of his parents, guardian, or person having custody, without mention of any security. The provision that a child may give bond for appearance, or if unable to give bail shall be committed to the custody of a responsible officer such as the sheriff, police officer, or probation officer, is found in the laws of Alabama,²² Arkansas,²³ Colorado,²⁴ the District of Columbia,²⁵ Florida,²⁶ Idaho,²⁷ Illinois,²⁸ Indiana,²⁹ Iowa,³⁰ Kentucky,³¹ Maryland,³² Massachusetts,³³ Michigan,³⁴ Mississippi,³⁵ Missouri,³⁶ Nebraska,³⁷ Nevada,³⁸

¹ *Arizona*. Revised Statutes 1913 (Civil Code) s 3564.

² *Arkansas*. 1911 A 215 s 5 amended 1917 A 420.

³ *California*. 1915 C 631 s 4b and s 14 amended 1917 C 627 and C 634.

⁴ *Florida*. 1911 C 6216 s 4 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

⁵ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 173.

⁶ *Louisiana*. Constitution 1913 art 118 s 4.

⁷ *Minnesota*. 1917 C 397 s 8.

⁸ *Missouri*. 1911 p 177 s 4; 1917 p 195 s 5.

⁹ *Nebraska*. Revised Statutes 1913 s 1248.

¹⁰ *Nevada*. Revised Laws 1912 s 732.

¹¹ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 5) amended 1915 C 96 and 1917 C 74.

¹² *North Dakota*. Compiled Laws 1913 s 11407.

¹³ *Oklahoma*. Revised Laws 1910 s 4419.

¹⁴ *Oregon*. Lord's Oregon Laws 1910 s 4410.

¹⁵ *Pennsylvania*. 1903 p 274 s 2.

¹⁶ *South Dakota*. 1915 C 119 s 9.

¹⁷ *Tennessee*. Public Acts 1911 C 58 s 5 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

¹⁸ *Vermont*. General Laws 1917 s 7326.

¹⁹ *Virginia*. 1914 C 350 s 8.

²⁰ *Washington*. 1913 C 160 s 6.

²¹ *West Virginia*. 1915 C 70 s 5 amended 1917 C 63.

²² *Alabama*. General Laws 1915 No 506 s 3.

²³ *Arkansas*. 1911 A 215 s 11 amended 1917 A 420.

²⁴ *Colorado*. Revised Statutes 1908 s 591. (Has right to give bond.)

²⁵ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 17. (May give bond for appearance.)

²⁶ *Florida*. 1911 C 6216 s 11 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

²⁷ *Idaho*. 1911 C 159 s 155 amended 1917 C 84. (May accept verbal or written promise of parent, or bond, or other security.)

²⁸ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 179.

²⁹ *Indiana*. Burns' Annotated Statutes 1914 s 1632 and 1637.

³⁰ *Iowa*. Supplement 1913 s 254-a24; Supplemental Supplement 1915 s 254-a16.

³¹ *Kentucky*. Carroll's Statutes 1915 s 331e.6. (Has right to give bond or other security.)

³² *Maryland*. 1916 C 326 s 12.

³³ *Massachusetts*. 1906 C 413 s 5 amended 1912 C 187 and 1916 C 243.

³⁴ *Michigan*. Compiled Laws 1915 s 2013.

³⁵ *Mississippi*. 1916 C 11 s 9. (May be admitted to bail.)

³⁶ *Missouri*. 1911 p 177 s 13; 1917 p 195 s 6.

³⁷ *Nebraska*. Revised Statutes 1913 s 1254.

³⁸ *Nevada*. Revised Laws 1912 s 742.

New Hampshire,¹ New York,² North Carolina,³ North Dakota,⁴ Ohio,⁵ Oklahoma,⁶ Oregon,⁷ South Dakota,⁸ Tennessee,⁹ Texas,¹⁰ Vermont,¹¹ Washington,¹² West Virginia,¹³ and Wisconsin.¹⁴

The personal recognizance of the child or parent may be substituted for bond in Delaware,¹⁵ Idaho,¹⁶ Indiana,¹⁷ Kentucky,¹⁸ Maine,¹⁹ Massachusetts,²⁰ Montana,²¹ New York,²² Ohio,²³ Rhode Island,²⁴ and South Dakota.²⁵

When it is evident before trial that the child should not be allowed to remain in the custody of parents or guardians, there should be a suitable place provided for his care. This is usually designated a detention "home" or "school." As the needs of the counties vary greatly with the number of children and with other local conditions, it has up to the present time proved impossible to secure by law adequate provision for the care of children under detention. Special detention homes, rooms, or schools are required for all counties in five States only—Arizona,²⁶ California,²⁷ Michigan,²⁸ Missouri,²⁹ and Pennsylvania³⁰—and for the larger cities or counties in nine others—Alabama,³¹ Colorado,³² Kentucky,³³ Montana,³⁴ Nevada,³⁵ New York,³⁶

¹ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 16) amended 1915 C 96 and 1917 C 74.

² *New York*. 1910 C 611 s 5; 1913 C 270 s 5; 1918 C 464 s 5. (Monroe, Ontario, and Chautauqua Counties. May be admitted to bail.)

³ *North Carolina*. Public Laws 1915 C 222 s 5. (May be placed in temporary custody of some responsible person who will give bail or be responsible for his appearance in court.)

⁴ *North Dakota*. Compiled Laws 1913 s 11417. (May give bond or other security.)

⁵ *Ohio*. General Code 1910 s 1665. (Bail is permitted as in criminal cases.)

⁶ *Oklahoma*. Revised Laws 1910 s 4425.

⁷ *Oregon*. Lord's Oregon Laws 1910 s 4418.

⁸ *South Dakota*. 1915 C 119 s 9.

⁹ *Tennessee*. Public Acts 1911 C 58 s 5 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. (May be admitted to bail or held otherwise, as the court directs.)

¹⁰ *Texas*. Code of Criminal Procedure 1911 art 1200 amended 1913 C 112. (May give bond or other security for appearance.)

¹¹ *Vermont*. General Laws 1917 s 7332.

¹² *Washington*. 1913 C 160 s 11.

¹³ *West Virginia*. 1915 C 70 s 16 amended 1917 C 63.

¹⁴ *Wisconsin*. Statutes 1915 s 573-9.1.

¹⁵ *Delaware*. Revised Code 1915 s 3834.

¹⁶ *Idaho*. 1911 C 150 s 155 amended 1917 C 84.

¹⁷ *Indiana*. Burns' Annotated Statutes 1914 s 1632.

¹⁸ *Kentucky*. Carroll's Statutes 1915 s 331e.4.

¹⁹ *Maine*. Revised Statutes 1916 C 137 s 15.

²⁰ *Massachusetts*. 1906 C 489 s 7 amended 1918 C 257 s 419.

²¹ *Montana*. 1911 C 122 s 5.

²² *New York*. Code of Criminal Procedure Part IV Title XII s 554(4).

²³ *Ohio*. General Code 1910 s 1648 amended 1913 p 864 and s 1648-1 added 1913 p 864.

²⁴ *Rhode Island*. 1915 C 1185 ss 5 and 8 amended 1917 C 1546.

²⁵ *South Dakota*. 1915 C 119 s 9

²⁶ *Arizona*. Revised Statutes 1913 (Civil Code) s 3573.

²⁷ *California*. 1915 C 631 ss 17b and 22 amended 1917 C 627 and C 634

²⁸ *Michigan*. Compiled Laws 1915 s 2013.

²⁹ *Missouri*. 1911 p 177 s 12; 1917 p 195 s 9.

³⁰ *Pennsylvania*. 1903 p 137 s 1 amended 1913 p 870 s 1.

³¹ *Alabama*. Local Laws 1915 No 110 (applies to Mobile County); Local Laws 1915 No 361 s 12 (applies to Jefferson County; requires establishment if contract with an association is unsatisfactory).

³² *Colorado*. Revised Statutes 1908 s 591. (Counties of the first class.)

³³ *Kentucky*. Carroll's Statutes 1915 s 331e.4. (Counties containing cities of the first or second class except those in which the board of children's guardians has established a temporary home.)

³⁴ *Montana*. 1911 C 122 s 22. (In counties of 40,000 or over.)

³⁵ *Nevada*. Revised Laws 1912 s 742. (In counties of over 10,000.)

³⁶ *New York*. 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 518, 1914 C 124, and 1917 C 571. (Applies to Buffalo.)

Utah,¹ Washington,² and West Virginia.³ The law permits their establishment in all counties of Florida,⁴ Georgia,⁵ Illinois,⁶ Nebraska,⁷ New Jersey,⁸ North Carolina,⁹ Rhode Island,¹⁰ South Carolina,¹¹ Texas,¹² Washington,¹³ and West Virginia,¹⁴ and in certain counties of Kansas,¹⁵ New York,¹⁶ Oregon,¹⁷ and South Dakota.¹⁸ In Florida¹⁹ and Utah²⁰ the small counties may combine in the use of a detention home. The commissioners of the District of Columbia²¹ are required to provide a "suitable place of detention." In Idaho²² a "suitable room in the county building or courthouse must be provided wherein the sheriff may safely keep such child." In other States it is left to the discretion of the sheriff, police, or probation officer to place the child in a suitable place provided by the city or county authorities.

¹ *Utah*. Compiled Laws 1907 s 720x42 amended 1909 C 110 and 1911 C 54; s 720x43 amended 1909 C 110. (Counties containing cities of the first or second class.)

² *Washington*. 1913 C 160 s 13. (Counties of more than 50,000.)

³ *West Virginia*. 1915 C 70 s 16 amended 1917 C 63. (Counties of more than 40,000.)

⁴ *Florida*. 1915 C 6841.

⁵ *Georgia*. 1915 No 210 s 18 amended 1916 No 575.

⁶ *Illinois*. Hurd's Revised Statutes 1917 C 23 ss 271-278. (Provided legal voters of county consent.)

⁷ *Nebraska*. Revised Statutes 1913 s 1262.

⁸ *New Jersey*. Compiled Statutes 1910 p 1887 s 216; 1912 C 327 amended 1918 C 84; 1912 C 353 s 7 amended 1918 C 81.

⁹ *North Carolina*. Public Laws 1915 C 222 s 5.

¹⁰ *Rhode Island*. 1915 C 1185 s 7 amended 1917 C 1546.

¹¹ *South Carolina*. 1912 No 429 s 7; 1917 No 73 s 7.

¹² *Texas*. Code Criminal Procedure 1911 art 1203 amended 1913 C 112 p 214.

¹³ *Washington*. 1913 C 160 s 13.

¹⁴ *West Virginia*. 1915 C 70 s 16 amended 1917 C 63. (With consent of legal voters.)

¹⁵ *Kansas*. General Statutes 1915 ss 3084-3089. (County of 20,000.)

¹⁶ *New York*. Consolidated Laws 1909 C 11 (County Law) s 99. (Any county except Kings. Under control of sheriff. Both women and children committed.)

¹⁷ *Oregon*. Lord's Oregon Laws 1910 s 4412 amended 1913 C 429. (Counties of more than 100,000.)

¹⁸ *South Dakota*. 1915 C 119 s 9. (In counties of 50,000 or more.)

¹⁹ *Florida*. 1915 C 6841. (Counties of less than 10,000.)

²⁰ *Utah*. Compiled Laws 1907 s 720x42 amended 1909 C 110 and 1911 C 54; s 720x43 amended 1909 C 110.

²¹ *District of Columbia*. 32 U. S. Statutes at Large p 972.

²² *Idaho*. 1911 C 159 s 155 amended 1917 C 84.

IV. HEARING.

A. NATURE OF PROCEEDINGS.

Formal criminal procedure is inconsistent with the theory underlying the juvenile-court legislation, which treats the child not as a criminal but as a delinquent "misdirected and misguided and needing aid, encouragement, help, and assistance."¹ The purpose is not to prove that the child is, or is not, guilty of an offense, but to find out what surroundings and circumstances are responsible for his delinquency and to make sure that the hostile conditions do not continue. To this end South Dakota² provides that "all hearings under the provision of this act may be informal in their nature and conducted under such rules and regulations as the court may prescribe, and designed to inform the court fully as to the exact status of the child, and to ascertain its history and environment and the past and present physical, mental, and moral conditions of the child and its parents, custodian, guardian, or relatives."

The law provides that the court shall hear and dispose of the case in a "summary manner" in California,³ Idaho,⁴ Iowa,⁵ Kansas,⁶ Kentucky,⁷ Minnesota,⁸ Missouri,⁹ Nebraska,¹⁰ New Hampshire,¹¹ Ohio,¹² Oklahoma,¹³ Oregon,¹⁴ Tennessee,¹⁵ Vermont,¹⁶ Virginia,¹⁷ Washington,¹⁸ and Wisconsin,¹⁹ and in an "informal manner" in Delaware.²⁰ The court may adopt any form that is best suited in Rhode Island.²¹

¹ *Colorado*. Revised Statutes 1908 s 597. (Similar statement occurs in laws of other States.)

² *South Dakota*. 1915 C 119 s 28.

³ *California*. 1915 C 631 s 4b.

⁴ *Idaho*. 1911 C 159 s 154 amended 1917 C 84.

⁵ *Iowa*. Supplement 1913 s 254-a19.

⁶ *Kansas*. General Statutes 1915 s 3069.

⁷ *Kentucky*. Carroll's Statutes 1915 s 331e.4.

⁸ *Minnesota*. 1917 C 397 s 8.

⁹ *Missouri*. 1911 p 177 s 4; 1917 p 195 s 4.

¹⁰ *Nebraska*. Revised Statutes 1913 s 1248.

¹¹ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 5) amended 1915 C 96 and 1917 C 74.

¹² *Ohio*. General Code 1910 s 1650.

¹³ *Oklahoma*. Revised Laws 1910 s 4419.

¹⁴ *Oregon*. Lord's Oregon Laws 1910 s 4410.

¹⁵ *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

¹⁶ *Vermont*. General Laws 1917 s 7326.

¹⁷ *Virginia*. 1914 C 350 s 8.

¹⁸ *Washington*. 1913 C 160 s 6.

¹⁹ *Wisconsin*. Statutes 1915 s 573-5.2.

²⁰ *Delaware*. Revised Code 1915 s 3834.

²¹ *Rhode Island*. 1915 C 1185 s 13 amended 1917 C 1546.

Colorado,¹ Missouri,² and Utah³ provide for chancery or equity proceedings. Kentucky,⁴ Massachusetts,⁵ Michigan,⁶ and Virginia⁷ definitely state that the proceedings shall not be criminal.

Other States have more general provisions with regard to the nature of the proceedings. In Alabama⁸ all proceedings shall be guided by the theory that the child is the ward of the State and subject to the discipline and entitled to the protection which the court should give, and the "trial shall be so conducted as to disarm the fears of the child and win its respect and confidence." Georgia⁹ and New York¹⁰ provide that the nature of the proceedings shall be explained to the child. In Maryland¹¹ the "hearing, trial, and determination shall be without regard to the technicalities of procedure or rules of evidence."

In New Jersey¹² the trial shall be in conformity with the law and like proceedings in the court of quarter sessions. The Wyoming¹³ law provides, in the case of a child between 10 and 16, that the proceedings "shall conform as nearly as practicable to the course of procedure provided for by law for the trial of criminal cases in the district courts; but the trial of such juvenile delinquents shall be before the court and not before a jury."

B. TIME AND PLACE.

In the larger cities of Louisiana¹⁴ and of New York¹⁵ the juvenile court must not be held in the same building with criminal or adult courts. In Delaware,¹⁶ Illinois,¹⁷ Indiana,¹⁸ Kentucky,¹⁹ Massachusetts,²⁰ Minnesota,²¹ Missouri,²² Nebraska,²³ New York,²⁴ Ohio,²⁵ Rhode

¹ *Colorado*. 1909 C 158 s 1. (Where practicable.)

² *Missouri*. 1911 p 177 s 2; 1917 p 195 s 2. (Except that criminal procedure shall govern when child is charged with violating a criminal statute.)

³ *Utah*. 1913 C 54 s 7.

⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.18.

⁵ *Massachusetts*. 1906 C 413 s 2 amended 1912 C 187 and 1916 C 243.

⁶ *Michigan*. Compiled Laws 1915 s 2012. (But a child over 14 charged with a felony may be proceeded against in the proper courts.)

⁷ *Virginia*. 1914 C 350 s 8.

⁸ *Alabama*. General Laws 1915 No. 506 s 4.

⁹ *Georgia*. 1915 No 210 s 15 amended 1916 No 575.

¹⁰ *New York*. 1910 C 611 s 8; 1913 C 270 s 8. (Applies only to Monroe and Ontario Counties.)

¹¹ *Maryland*. 1916 C 326 s 2.

¹² *New Jersey*. Compiled Statutes 1910 p 1887 s 211.

¹³ *Wyoming*. Compiled Statutes 1910 s 3128.

¹⁴ *Louisiana*. Constitution 1913 art 118 s 1. (Applies to New Orleans.)

¹⁵ *New York*. 1910 C 659 s 34-q added by 1915 C 531. (Applies to New York City, except the borough of Richmond, where a separate room may be used.) 1911 C 651 s 517. (Applies to the city of Buffalo.)

¹⁶ *Delaware*. Revised Code 1915 s 3831. (Wilmington.)

¹⁷ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 171. (In counties of over 500,000.)

¹⁸ *Indiana*. Burns' Annotated Statutes 1914 ss 1630 and 1633.

¹⁹ *Kentucky*. Carroll's Statutes 1915 s 331e.2. (Counties containing a city of the first class.)

²⁰ *Massachusetts*. 1906 C 413 s 6 amended 1912 C 187 and 1916 C 243.

²¹ *Minnesota*. 1917 C 397 s 3.

²² *Missouri*. 1911 p 177 s 2. (Counties of 50,000 or over.)

²³ *Nebraska*. Revised Statutes 1913 s 1246. (In counties of 40,000 population.)

²⁴ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 487. (Applies to State.) 1910 C 611 s 7; 1913 C 270 s 7. (Monroe and Ontario Counties.)

²⁵ *Ohio*. General Code 1910 s 1649. (Special room not used for criminal cases when avoidable.)

Island,¹ and Virginia² a separate room is required. Arizona,³ Connecticut,⁴ Delaware,⁵ Georgia,⁶ Indiana,⁷ Kentucky,⁸ Louisiana,⁹ Massachusetts,¹⁰ Michigan,¹¹ Missouri,¹² Montana,¹³ New Jersey,¹⁴ New York,¹⁵ North Dakota,¹⁶ and West Virginia¹⁷ provide that hearings may be held in chambers. In Baltimore¹⁸ trial may be held in any "proper place" in the courthouse. In Boston¹⁹ suitable rooms are to be provided in the county courthouse. In New Mexico,²⁰ Mississippi,²¹ part of New Jersey,²² and in Philadelphia²³ any place may be selected by the judge. In Colorado²⁴ the county commissioners shall provide a "suitable place" in the county courthouse, or the trial may be held in the detention house. In New Jersey²⁵ a public school may be used. In North Carolina²⁶ the judge may hear cases in his private office. In Tennessee²⁷ a "separate place" must be provided, and in Utah²⁸ trials shall not be held "on the premises of any ordinary police court if possible."

Juvenile cases must be heard at special or separate sessions apart from other business of the court in Alabama,²⁹ Louisiana,³⁰ Massachusetts,³¹ Missouri,³² New Hampshire,³³ New York,³⁴ North Carolina,³⁵

¹ *Rhode Island*. 1915 C 1185 s 13 amended 1917 C 1546. (So far as practicable.)

² *Virginia*. 1914 C 57 s 8. (Cities having a population of 50,000 or more.)

³ *Arizona*. Revised Statutes 1913 (Civil Code) ss 3562 and 3566.

⁴ *Connecticut*. General Statutes 1918 s 1856. (If a first prosecution, unless charged with an offense punishable by death or imprisonment in State prison.)

⁵ *Delaware*. Revised Code 1915 s 3834. (So far as may be lawfully done.)

⁶ *Georgia*. 1915 No 210 s 11 amended 1916 No 575.

⁷ *Indiana*. Burns' Annotated Statutes 1914 s 1630 and s 1633.

⁸ *Kentucky*. Carroll's Statutes 1915 s 331 e.4. (So far as may be lawfully done.)

⁹ *Louisiana*. Constitution 1913 art 118 s 2.

¹⁰ *Massachusetts*. 1906 C 413 s 6 amended 1912 C 187 and 1916 C 243.

¹¹ *Michigan*. Compiled Laws 1915 s 2013.

¹² *Missouri*. 1917 p 195 s 5. (Counties less than 50,000.)

¹³ *Montana*. 1911 C 122 s 8.

¹⁴ *New Jersey*. 1912 C 353 s 8. (Applies only to counties of the first class.)

¹⁵ *New York*. 1910 C 611 s 7; 1913 C 270 s 7; 1918 C 464 s 2. (Monroe, Ontario, and Chautauqua Counties.)

¹⁶ *North Dakota*. Compiled Laws 1913 s 11405.

¹⁷ *West Virginia*. 1915 C 70 s 2 amended 1917 C 63.

¹⁸ *Maryland*. Code of Public Local Laws art 4 s 623A amended 1902 C 611, 1904 C 521, and 1910 C 41.

¹⁹ *Massachusetts*. 1906 C 489 s 3 amended 1918 C 257 s 419. (Applies to Boston.)

²⁰ *New Mexico*. 1917 C 85 s 5. (Applies only to dependent.)

²¹ *Mississippi*. 1916 C 111 s 14.

²² *New Jersey*. 1912 C 353 s 8; 1918 C 82. (Applies to counties of the first class—Essex and Hudson Counties.)

²³ *Pennsylvania*. 1913 p 711 s 9 amended 1915 p 988, 1915 p 1017, and 1917 p 1015.

²⁴ *Colorado*. Revised Statutes 1908 s 1599.

²⁵ *New Jersey*. 1912 C 353 s 8. (Essex and Hudson Counties.)

²⁶ *North Carolina*. Public Laws 1915 C 222 s 4.

²⁷ *Tennessee*. Public Acts 1911 C 58 s 18 amended 1918 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. (Counties of 148,000 or more.)

²⁸ *Utah*. Compiled Laws 1907 s 720x33.

²⁹ *Alabama*. General Laws 1915 No 506 s 4.

³⁰ *Louisiana*. Constitution 1913 art 118 s 2.

³¹ *Massachusetts*. Revised Laws 1902 C 86 s 16; 1906 C 413 s 6 amended 1912 C 187 and 1916 C 243.

³² *Missouri*. 1917 p 195 s 5. (So far as practicable. Applies to counties of less than 50,000.)

³³ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 3) amended 1915 C 96 and 1917 C 74.

³⁴ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 487. (Applies to State.) 1910 C 611 s 7; 1913 C 270 s 7. (Monroe and Ontario Counties.) 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 517, 1914 C 124 and 1917 C 571. (Buffalo.) 1918 C 108. (City of Olean.) 1918 C 464. (Chautauqua County.)

³⁵ *North Carolina*. Public Laws 1915 C 222 s 4. (So far as practicable.)

Oregon,¹ Pennsylvania,² Rhode Island,³ Tennessee,⁴ Utah,⁵ and Washington.⁶ In Iowa,⁷ Kansas,⁸ and Texas⁹ the law requires the court to be always in session for hearing juvenile cases. In the District of Columbia¹⁰ court is opened the first Monday of every month and may continue as long as necessary for transaction of business. The Denver¹¹ court has three terms opening the second Tuesday in January, April, and September, respectively. Indiana¹² provides that sessions may be held irrespective of the terms of the circuit court. In Baltimore¹³ trials may be held at such times as necessary. The judge may act in vacation in Mississippi,¹⁴ Nebraska,¹⁵ Virginia,¹⁶ and West Virginia.¹⁷ In Tennessee¹⁸ the court shall be open "at all reasonable times." In Arkansas,¹⁹ New Jersey,²⁰ New Mexico,²¹ Pennsylvania,²² and Utah²³ the judge determines when the court shall be held.

C. PRIVACY.

The public may be excluded from trials in the juvenile court in Alabama,²⁴ California,²⁵ Delaware,²⁶ Georgia,²⁷ Indiana,²⁸ Iowa,²⁹ Kentucky,³⁰ Massachusetts,³¹ Michigan,³² Minnesota,³³ Mississippi,³⁴ Mon-

¹ Oregon. Lord's Oregon Laws 1910 s 4408 amended 1913 C 249 and 1915 C 147.

² Pennsylvania. 1903 p 274 s 1.

³ Rhode Island. 1915 C 1185 s 13 amended 1917 C 1546.

⁴ Tennessee. Public Acts 1911 C 58 s 18 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. (Counties of 148,000 or more.)

⁵ Utah. Compiled Laws 1907 s 720x33.

⁶ Washington. 1913 C 160 s 10.

⁷ Iowa. Supplement 1913 s 254-a13. (But hearing requiring notice shall be held only in term time.)

⁸ Kansas. General Statutes 1915 s 3065 amended 1917 C 154.

⁹ Texas. Code of Criminal Procedure 1911 art 1201 amended 1913 C 112.

¹⁰ District of Columbia. 34 U. S. Statutes at Large p 73 s 19.

¹¹ Colorado. Revised Statutes 1908 s 1592.

¹² Indiana. Burns' Annotated Statutes 1914 s 1630.

¹³ Maryland. Code of Public Local Laws art 4 s 623A amended 1902 C 611, 1904 C 521, and 1910 C 41.

¹⁴ Mississippi. 1916 C 111 s 7.

¹⁵ Nebraska. Revised Statutes 1913 s 1245.

¹⁶ Virginia. 1914 C 350 s 13.

¹⁷ West Virginia. 1915 C 70 s 2 amended 1917 C 63.

¹⁸ Tennessee. Public Acts 1911 C 58 s 3 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294.

¹⁹ Arkansas. 1911 A 215 s 1 amended 1917 A 420.

²⁰ New Jersey. 1912 C 353 s 8.

²¹ New Mexico. 1917 C 85 s 5. (Applies only to cases of dependent and neglected children.)

²² Pennsylvania. 1913 p 711 s 9 amended 1915 p 988. (Applies to Philadelphia.)

²³ Utah. 1913 C 54 s 17.

²⁴ Alabama. General Laws 1915 No 506 s 4; Local Laws 1915 No 361 s 9.

²⁵ California. 1915 C 631 s 16a amended 1917 C 627 and C 634. (Upon request of child or parent or guardian.)

²⁶ Delaware. Revised Code 1915 s 3834. (So far as may be lawfully done.)

²⁷ Georgia. 1915 No 210 s 11 amended 1916 No 575.

²⁸ Indiana. Burns' Annotated Statutes 1914 s 1633.

²⁹ Iowa. Supplement 1913 s 254-a19.

³⁰ Kentucky. Carroll's Statutes 1915 s 331e.4.

³¹ Massachusetts. 1906 C 413 s 6 amended 1912 C 187 and 1916 C 243; 1906 C 489 s 5 amended 1918 C 257 s 417.

³² Michigan. Compiled Laws 1915 s 2013.

³³ Minnesota. 1917 C 397 s 24.

³⁴ Mississippi. 1916 C 111 s 14.

tana,¹ New Jersey,² New Mexico,³ New York,⁴ North Carolina,⁵ Oregon,⁶ Rhode Island,⁷ Utah,⁸ and Washington.⁹

The law prohibits any publication of the case in the newspapers in Arkansas,¹⁰ Colorado,¹¹ Nevada,¹² New Hampshire,¹³ North Dakota,¹⁴ South Dakota,¹⁵ and West Virginia.¹⁶

It is unlawful in Colorado¹⁷ to take the photograph or to make a sketch of any child in court.

The court record may be withheld from the public in Alabama,¹⁸ Georgia,¹⁹ Minnesota,²⁰ New Jersey,²¹ New York,²² Rhode Island,²³ Virginia,²⁴ and Washington.²⁵ The name of the child must not be given in the annual reports of the court in Arkansas,²⁶ Colorado,²⁷ Delaware,²⁸ Idaho,²⁹ Kentucky,³⁰ Montana,³¹ Oklahoma,³² Washington,³³ and West Virginia.³⁴

¹ *Montana*. 1911 C 122 s 8.

² *New Jersey*. 1912 C 353 s 8. (Applies to Essex and Hudson Counties only.)

³ *New Mexico*. 1917 C 4 s 7.

⁴ *New York*. 1910 C 659 s 34-s added by 1915 C 531. (New York City.) 1910 C 611 s 7. (Monroe County.) 1913 C 270 s 7. (Ontario County.) 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 517a, 1914 C 124, and 1917 C 571. (Buffalo.)

⁵ *North Carolina*. Public Laws 1915 C 222 s 4.

⁶ *Oregon*. Lord's Oregon Laws 1910 s 4408 amended 1913 C 249 and 1915 C 147.

⁷ *Rhode Island*. 1915 C 1185 s 13 amended 1917 C 1546.

⁸ *Utah*. Compiled Laws 1907 s 720x33.

⁹ *Washington*. 1913 C 160 s 10.

¹⁰ *Arkansas*. 1911 A 215 s 1 amended 1917 A 420.

¹¹ *Colorado*. 1913 C 51 ss 1, 2, and 4.

¹² *Nevada*. Revised Laws 1912 s 728.

¹³ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 3) amended 1915 C 96 and 1917 C 74.

¹⁴ *North Dakota*. Compiled Laws 1913 s 11406.

¹⁵ *South Dakota*. 1915 C 119 s 1.

¹⁶ *West Virginia*. 1915 C 70 s 1.

¹⁷ *Colorado*. 1913 C 51 ss 1, 2, and 4.

¹⁸ *Alabama*. Local Laws 1915 No 361 s 9. (Jefferson County.)

¹⁹ *Georgia*. 1915 No 210 s 11 amended 1916 No 575.

²⁰ *Minnesota*. 1917 C 397 s 24.

²¹ *New Jersey*. 1912 C 353 s 8; 1918 C 82. (Essex and Hudson Counties.)

²² *New York*. 1910 C 659 amended 1911 C 721, 1913 C 691, and 1915 C 531. (New York City.) 1910 C 611 s 7. (Monroe County.) 1913 C 270 s 7. (Ontario County.) 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 s 517 a, 1914 C 124 and 1917 C 571. (Buffalo.) 1918 C 464 s 2. (Chautauqua County.)

²³ *Rhode Island*. 1915 C 1185 s 13 amended 1917 C 1546.

²⁴ *Virginia*. 1914 C 57 s 8.

²⁵ *Washington*. 1913 C 160 s 10.

²⁶ *Arkansas*. 1911 A 215 s 6 amended 1917 A 420

²⁷ *Colorado*. Revised Statutes 1908 s 587.

²⁸ *Delaware*. Revised Code 1915 s 3831.

²⁹ *Idaho*. 1911 C 159 s 153 amended 1917 C 84.

³⁰ *Kentucky*. Carroll's Statutes 1915 s 331e.2.

³¹ *Montana*. 1911 C 122 s 3.

³² *Oklahoma*. Revised Laws 1910 s 4415.

³³ *Washington*. 1913 C 160 s 10.

³⁴ *West Virginia*. 1915 C 70 s 25 amended 1917 C 63

D. WOMAN ASSISTANT TO THE JUDGE.

California¹ and New Mexico² are the only States that specifically provide by law for the appointment of a woman to hear cases of girls brought before the court. Colorado,³ Georgia,⁴ Mississippi,⁵ North Dakota,⁶ and Chautauqua County, N. Y.,⁷ make provision for the appointment by the judge of other persons to hear cases. Rhode Island⁸ requires that a woman probation officer shall be present at all hearings of petitions concerning girls.

E. MENTAL AND PHYSICAL EXAMINATION.

The laws of Alabama,⁹ Idaho,¹⁰ Minnesota,¹¹ Ohio,¹² Virginia,¹³ and Chautauqua County, N. Y.,¹⁴ provide that the court may require the child to be examined mentally and physically by a competent physician. In Illinois¹⁵ and New York¹⁶ a mental examination may be given; and in South Dakota¹⁷ there is provision for a physical examination.

F. THE JURY.

The Supreme Court of Pennsylvania¹⁸ has stated that, "Whether the child deserves to be saved by the State is no more a question for a jury than whether the father, if able to save it, ought to save it."

¹ *California*. 1915 C 631 s 19 ("a female referee shall be appointed where possible"); s 24 ("in all cases of female persons over the age of five years coming within the provisions of this act such persons shall be dealt with so far as possible by or in the presence of a woman * * *").

² *New Mexico*. 1917 C 4 s 6. ("Where the juvenile delinquent is a child under 10 years of age or a female, a woman may be appointed as referee.")

³ *Colorado*. 1909 C 158. (The court may appoint a referee or master of discipline to hear cases and report to the judge, who may affirm findings or review case.)

⁴ *Georgia*. 1915 No 210 s 29 amended 1916 No 575. (One or more probation officers may be appointed as referee on the first instance. The court may affirm judgment or review case.)

⁵ *Mississippi*. 1916 C 111 s 23. (Judge may appoint one or more persons as probation officers to act as referee, to hear cases, and to make report to the judge, together with recommendations.)

⁶ *North Dakota*. 1915 C 179 s 1. (Judge may appoint some suitable, discreet person of either sex of good moral character as juvenile commissioner, with power to examine cases, etc. If child is to be removed from custody of its parents, the final hearing shall be before the judge.)

⁷ *New York*. 1918 C 464 s 15. (A lawyer or other suitable person. Judgments confirmed by court.)

⁸ *Rhode Island*. 1915 C 1185 ss 18 and 24 amended 1917 C 1546.

⁹ *Alabama*. Local Laws 1915 No 361 s 15. (Jefferson County.)

¹⁰ *Idaho*. Revised Code 1908 s 823. (Required before commitment to Idaho Industrial Training School.)

¹¹ *Minnesota*. 1917 C 397 s 10. (In counties of more than 150,000 the court may establish a department for physical and mental diagnosis.)

¹² *Ohio*. General Code 1910 s 1652-1 added 1913 p 864. (A child committed to an institution may be subjected to a physical and mental examination by a physician appointed by the juvenile court.)

¹³ *Virginia*. 1914 C 350 s 4. (Every child may be subjected to a mental and physical examination by competent physician appointed by the court.)

¹⁴ *New York*. 1918 C 464 s 19. (Chautauqua County.)

¹⁵ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 341.

¹⁶ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486 (9) amended 1912 C 169, 1915 C 480, and 1917 C 430. (The magistrate may cause an examination by two physicians of at least five years' experience in mental diseases.) 1910 C 659 s 39-a added 1913 C 601. (Applies to New York City. The judge may order a mental examination with the consent of the parents.)

¹⁷ *South Dakota*. 1915 C 119 s 28. (The court may require an examination by the county physician if of the same sex; if not, then by some other physician as the court may direct.)

¹⁸ *Commonwealth v. Fisher* 213 Pa St 48; 62 At 198 (1905).

The act is but an exercise by the State of its supreme power over the welfare of its children." The informal nature of the proceedings makes it almost impossible to use a jury. Nevertheless, many States have considered it necessary to preserve the constitutional rights, if not of the child, at least of the parent. The child, parent, or any person interested may demand a jury trial, or the court may on its own motion order it in Colorado,¹ Illinois,² Indiana,³ Kentucky,⁴ Michigan,⁵ Minnesota,⁶ Missouri,⁷ Montana,⁸ Nebraska,⁹ Nevada,¹⁰ New Jersey,¹¹ New Mexico,¹² Ohio,¹³ Oklahoma,¹⁴ South Dakota,¹⁵ Tennessee,¹⁶ Texas,¹⁷ Washington,¹⁸ West Virginia,¹⁹ and Wisconsin.²⁰ In Maryland,²¹ if the offense is one for which a jury trial may be legally demanded, the child may demand a jury, and the judge shall direct that the case be tried as other criminal cases are tried. In the District of Columbia²² the child is entitled to a jury unless it is waived in open court. In Arizona,²³ Arkansas,²⁴ Iowa,²⁵ and Wyoming²⁶ all trials shall be without jury. In Illinois,²⁷ Michigan,²⁸ South Dakota,²⁹ and Wisconsin³⁰ the law provides for a jury of 6 if any is called, and in Colorado³¹ and Nevada³² it may be either 6 or 12.

¹ *Colorado*. Revised Statutes 1908 ss 553, 587, 1551, and 1602.

² *Illinois*. Hurd's Revised Statutes 1917 C 23 s 170.

³ *Indiana*. Burns' Annotated Statutes 1914 s 1632.

⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.2.

⁵ *Michigan*. Compiled Laws 1915 s 2012.

⁶ *Minnesota*. 1917 C 397 s 2.

⁷ *Missouri*. 1911 p 177 s 2; 1917 p 195 s 2.

⁸ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

⁹ *Nebraska*. Revised Statutes 1913 s 1245.

¹⁰ *Nevada*. Revised Laws 1912 s 729.

¹¹ *New Jersey*. Compiled Statutes 1910 p 1887 ss 208 and 212; 1912 C 353 s 8.

¹² *New Mexico*. 1917 C 85 s 5.

¹³ *Ohio*. General Code 1910 s 1651 amended 1913 p 864.

¹⁴ *Oklahoma*. Revised Laws 1910 s 4413.

¹⁵ *South Dakota*. 1915 C 119 s 32.

¹⁶ *Tennessee*. Public Acts 1911 C 58 s 2 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294.

¹⁷ *Texas*. Code of Criminal Procedure 1911 art 1198 amended 1913 C 112 s 4.

¹⁸ *Washington*. 1913 C 160 s 2.

¹⁹ *West Virginia*. 1915 C 70 s 2 amended 1917 C 63.

²⁰ *Wisconsin*. Statutes 1915 s 573-2.7.

²¹ *Maryland*. 1916 C 326 s 7.

²² *District of Columbia*. 34 U. S. Statutes at Large p 73 s 12.

²³ *Arizona*. Revised Statutes 1913 (Civil Code) s 3566.

²⁴ *Arkansas*. 1911 A 215 s 2 amended 1917 A 420.

²⁵ *Iowa*. Supplemental Supplement 1915 s 254-a16.

²⁶ *Wyoming*. Compiled Laws 1910 s 3128.

²⁷ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 170.

²⁸ *Michigan*. Compiled Laws 1915 s 2012.

²⁹ *South Dakota*. 1915 C 119 s 32.

³⁰ *Wisconsin*. Statutes 1915 s 573-2.7.

³¹ *Colorado*. Revised Statutes 1908 ss 553, 587, 1551.

³² *Nevada*. Revised Laws 1912 s 729.

G. APPEAL.

Special provision for appeal from the decision of the juvenile court is made in Alabama,¹ Arkansas,² California,³ Colorado,⁴ Connecticut,⁵ Delaware,⁶ the District of Columbia,⁷ Georgia,⁸ Idaho,⁹ Illinois,¹⁰ Indiana,¹¹ Iowa,¹² Kansas,¹³ Louisiana,¹⁴ Massachusetts,¹⁵ Mississippi,¹⁶ Missouri,¹⁷ Montana,¹⁸ Nebraska,¹⁹ Nevada,²⁰ part of New Jersey,²¹ New Mexico,²² part of New York,²³ North Dakota,²⁴ Pennsylvania,²⁵ Rhode Island,²⁶ South Carolina,²⁷ South Dakota,²⁸ Texas,²⁹ Utah,³⁰ Vermont,³¹ Virginia,³² and Wisconsin.³³

¹ *Alabama*. General Laws 1915 No. 506 s 8. (To any court having equity jurisdiction.) Local Laws 1915 No 128 s 9. (Mobile County. To city court.) Local Laws 1915 No 361 s 9. (Jefferson County. To any court having equity jurisdiction.)

² *Arkansas*. 1911 A 215 s 21 amended 1917 A 420. (To circuit court as other cases appealed from county court.)

³ *California*. 1915 C 631 s 23 amended 1917 C 627 and 634.

⁴ *Colorado*. Revised Statutes 1908 ss 553 and 1604. (To the supreme court.)

⁵ *Connecticut*. General Statutes 1918 s 1870. (To court of common pleas.)

⁶ *Delaware*. Revised Code 1915 s 3837A added 1917 C 253. (Resident associate justice of New Castle County.)

⁷ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 22. (Court of appeals of the District of Columbia.)

⁸ *Georgia*. 1915 No 210 s 17 amended 1916 No 575. (To the supreme court.)

⁹ *Idaho*. 1911 C 159 s 165 amended 1917 C 84. (Delinquency proceedings may be reviewed on questions of law only.)

¹⁰ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 190d. (May be reviewed by writ of error.)

¹¹ *Indiana*. Burns' Annotated Statutes 1914 s 1635. (To the appellate court except when there has been a plea of guilty.)

¹² *Iowa*. Supplemental Supplement 1915 s 254-a16. (To the supreme court.)

¹³ *Kansas*. General Statutes 1915 s 3076. (To district court.)

¹⁴ *Louisiana*. Constitution 1913 art 118 s 1. (To the supreme court on matters of law only.)

¹⁵ *Massachusetts*. 1906 C 413 s 5 amended 1912 C 187 and 1916 C 243; 1911 C 175. (To the superior court.)

¹⁶ *Mississippi*. 1916 C 111 s 24. (May be taken as in civil cases.)

¹⁷ *Missouri*. 1911 p. 177 s 20; 1917 p. 195 s 8.

¹⁸ *Montana*. 1911 C 122 s 10. (Only for person over 17.)

¹⁹ *Nebraska*. Revised Statutes 1913 s 1245. (To the district court.)

²⁰ *Nevada*. Revised Laws 1912 s 753. (To the supreme court.)

²¹ *New Jersey*. 1912 C 353 s 9; 1918 C 82. (Essex and Hudson Counties. On questions of law.)

²² *New Mexico*. 1917 C 4 s 14. (To the supreme court.)

²³ *New York*. 1910 C 659 s 40 amended 1911 C 721, 1913 C 691, and 1915 C 531. (New York City. Appeal as in cases brought by indictment.) 1910 C 611 s 9; 1913 C 270 s 9. (Monroe and Ontario Counties. To the appellate division of the supreme court.) 1891 C 105 amended 1901 C 627, 1902 C 549, 1906 C 50, 1911 C 651 s 530, 1914 C 124, and 1917 C 571. (Buffalo. To the county court.) 1918 C 464 s 9. (Chautauque County. To appellate division of the supreme court.)

²⁴ *North Dakota*. Compiled Laws 1913 s 11426. (As in criminal cases.)

²⁵ *Pennsylvania*. 1915 p 652 ss 1 and 2. (To the superior court of the Commonwealth.)

²⁶ *Rhode Island*. 1915 C 1185 s 12 amended 1917 C 1546. (To the superior court.)

²⁷ *South Carolina*. 1917 No 73 s 9. (To the circuit court.)

²⁸ *South Dakota*. 1915 C 119 s 34. (To the circuit court.)

²⁹ *Texas*. Code of Criminal Procedure 1911 art 1197 amended 1913 C 112 and 1918 C 26. (To the court of criminal appeals of Texas.)

³⁰ *Utah*. 1913 C 54 s 11. (Appeal to the supreme court from any order depriving the parent of custody.) Appeal from decision in cases of contributing to dependency or delinquency may be taken to the district court.)

³¹ *Vermont*. General Laws 1917 s 7324. (As in criminal cases.)

³² *Virginia*. 1914 C 350 ss 8 and 10. (As in other cases.)

³³ *Wisconsin*. Statutes 1915 s 573-b.3. (To the supreme court as in civil action.)

H. USE OF EVIDENCE IN OTHER TRIALS.

The Illinois law provides that "a disposition of any child under this act or any evidence given in such cause, shall not, in any civil, criminal or other cause or proceeding whatever in any court, be lawful or proper evidence against such child for any purpose whatever except in subsequent cases against the same child under this act."¹ A similar provision is contained in the laws of Alabama,² Arizona,³ Arkansas,⁴ Colorado,⁵ Delaware,⁶ Idaho,⁷ Kentucky,⁸ Louisiana,⁹ Massachusetts,¹⁰ Michigan,¹¹ Minnesota,¹² Missouri,¹³ Montana,¹⁴ Nevada,¹⁵ New Hampshire,¹⁶ New Jersey,¹⁷ North Dakota,¹⁸ Ohio,¹⁹ Oklahoma,²⁰ Rhode Island,²¹ South Dakota,²² Tennessee,²³ Texas,²⁴ Utah,²⁵ West Virginia,²⁶ and Wisconsin.²⁷ The law applying to New York City²⁸ provides that the records of the children's court shall be evidence in the courts of the State to the same extent as is provided by the law concerning courts of special sessions.

¹ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 169.

² *Alabama*. General Laws 1915 No 506 s 14; Local Laws 1915 No 128 s 13.

³ *Arizona*. 1917 C 18. (Except within two years of discharge from an institution.)

⁴ *Arkansas*. 1911 A 215 s 1 amended 1917 A 420.

⁵ *Colorado*. Revised Statutes 1908 s 586.

⁶ *Delaware*. Revised Code 1915 s 3829.

⁷ *Idaho*. 1911 C 159 s 152 amended 1917 C 84.

⁸ *Kentucky*. Carroll's Statutes 1915 s 331e.1.

⁹ *Louisiana*. Constitution 1913 art 118 s 4.

¹⁰ *Massachusetts*. 1906 C 413 s 10 amended 1912 C 187 and 1916 C 243.

¹¹ *Michigan*. Compiled Laws 1915 s 2011.

¹² *Minnesota*. 1917 C 397 s 19.

¹³ *Missouri*. 1911 p 177 s 1; 1917 p 195 s 1.

¹⁴ *Montana*. 1911 C 122 s 2.

¹⁵ *Nevada*. Revised Laws 1912 s 728.

¹⁶ *New Hampshire*. 1917 C 31 s 3. (Except within two years after discharge from an institution.)

¹⁷ *New Jersey*. Compiled Statutes 1910 p 1887 s 207 amended 1916 C 212.

¹⁸ *North Dakota*. Compiled Laws 1913 s 11406.

¹⁹ *Ohio*. General Code 1910 s 1669.

²⁰ *Oklahoma*. Revised Laws 1910 s 4412.

²¹ *Rhode Island*. 1915 C 1185 s 20 amended 1917 C 1546.

²² *South Dakota*. 1915 C 119 s 1.

²³ *Tennessee*. Public Acts 1911 C 58 s 1 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294; Private Acts 1913 C 277 s 9 amended 1915 C 292.

²⁴ *Texas*. Code of Criminal Procedure 1911 art 1197 amended 1913 C 112 and 1918 C 26.

²⁵ *Utah*. 1913 C 54 s 16.

²⁶ *West Virginia*. 1915 C 70 s 1 amended 1917 C 63.

²⁷ *Wisconsin*. Statutes 1915 s 573-6.2.

²⁸ *New York*. 1910 C 659 s 34-j added by 1915 C 531.

V. DISPOSITION OF THE CASE.

A. RELIGIOUS BELIEF OF PARENTS RESPECTED.

The principle that the religious belief of the parents should be respected in disposing of their children would probably govern most judges without express legal enactment; but the legislatures of the following 24 States have provided expressly for the application of this principle in the disposition of children: Alabama,¹ Arizona,² Arkansas,³ California,⁴ Colorado,⁵ Georgia,⁶ Illinois,⁷ Iowa,⁸ Kentucky,⁹ Massachusetts,¹⁰ Minnesota,¹¹ Mississippi,¹² Missouri,¹³ Montana,¹⁴ Nebraska,¹⁵ Nevada,¹⁶ New Hampshire,¹⁷ New Jersey,¹⁸ New York,¹⁹ North Dakota,²⁰ Ohio,²¹ Pennsylvania,²² South Dakota,²³ and West Virginia.²⁴

B. CIVIL STATUS OF CHILD.

In the case of delinquent children it is also necessary to have regard to the effect of court action on the later civil status of the child. In the statutes of Alabama,²⁵ Arizona,²⁶ California,²⁷ Colorado,²⁸ the District of Columbia,²⁹ Georgia,³⁰ Kansas,³¹ Minnesota,³² New Jersey,³³

¹ *Alabama*. General Laws 1915 No 506 s 7; Local Laws 1915 No 361 s 16.

² *Arizona*. Revised Statutes 1913 (Civil Code) s 3571.

³ *Arkansas*. 1911 A 215 s 13 amended 1917 A 420.

⁴ *California*. 1915 C 631 s 24.

⁵ *Colorado*. Revised Statutes 1908 s 558 amended 1913 p 604.

⁶ *Georgia*. 1915 No 210 s 34 amended 1916 No 575.

⁷ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 185.

⁸ *Iowa*. Supplement 1913 s 254-a27.

⁹ *Kentucky*. Carroll's Statutes 1915 s 331e.14.

¹⁰ *Massachusetts*. 1905 C 464 s 1.

¹¹ *Minnesota*. 1917 C 397 s 20.

¹² *Mississippi*. 1916 C 111 s 23.

¹³ *Missouri*. 1911 p 177 s 19; 1917 p 195 s 6.

¹⁴ *Montana*. 1911 C 122 s 16.

¹⁵ *Nebraska*. Revised Statutes 1913 s 1258.

¹⁶ *Nevada*. Revised Laws 1912 s 748.

¹⁷ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 17) amended 1915 C 96 and 1917 C 74.

¹⁸ *New Jersey*. 1912 C 353 s 15. (Applies to counties of the first class.)

¹⁹ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486(5) amended 1912 C 169, 1915 C 480, and 1917 C 430; 1910 C 611 s 15; 1913 C 270 s 15.

²⁰ *North Dakota*. Compiled Laws 1913 s 11419.

²¹ *Ohio*. General Code 1910 s 1679.

²² *Pennsylvania*. 1903 p 274 s 9.

²³ *South Dakota*. 1915 C 119 s 22.

²⁴ *West Virginia*. 1915 C 70 s 22 amended 1917 C 63.

²⁵ *Alabama*. General Laws 1915 No 506 s 14; Local Laws 1915 No 128 s 13; No 361 s 9.

²⁶ *Arizona*. Revised Statutes 1913 (Civil Code) s 3570.

²⁷ *California*. 1915 C 631 s 5 amended 1917 C 627 and C 634.

²⁸ *Colorado*. Revised Statutes 1908 s 597.

²⁹ *District of Columbia*. 39 U. S. Statutes at Large C 92 p 56.

³⁰ *Georgia*. 1915 No 210 s 12 amended 1916 No 575.

³¹ *Kansas*. General Statutes 1915 s 3079.

³² *Minnesota*. 1917 C 397 s 21.

³³ *New Jersey*. 1912 C 353 s 8. (Essex and Hudson Counties.)

New Mexico,¹ part of New York,² North Dakota,³ Rhode Island,⁴ Tennessee,⁵ Texas,⁶ and Washington,⁷ provision is made to the effect that adjudication under the juvenile-court law shall not disqualify a person for holding a State or municipal office, that the child shall not be deemed a criminal, and the adjudication shall not be held a conviction.

C. DISPOSITION OF CASE.

The cases of both delinquent and dependent children may be disposed of by (1) dismissing; (2) continuing from time to time; (3) placing the child on probation, that is, leaving him in his home subject to the visitation of the probation officer; (4) appointing a guardian; (5) committing to an institution, agency, or organization. In the case of delinquent children, as has been pointed out, punishment may still be resorted to in a number of States. One State, namely, Alabama⁸ still allows a child to be bound out as an apprentice. These provisions will be summarized, first, with reference to delinquent, and second, with reference to dependent, children.

1. Delinquent children.

(a) *Probation*.—All States with the exception of Wyoming provide for the probation of juvenile delinquents.⁹ The child may be allowed

¹ *New Mexico*. 1917 C 4 s 5.

² *New York*. 1910 C 611 s 7; 1913 C 270 s 7; 1918 C 464 s 2. (Monroe, Ontario, and Chautauqua Counties.)

³ *North Dakota*. Compiled Laws 1913 s 10959.

⁴ *Rhode Island*. 1915 C 1185 s 20 amended 1917 C 1546.

⁵ *Tennessee*. Public Acts 1915 C 86 p 230; Private Acts 1913 C 277 s 9 amended 1915 C 292.

⁶ *Texas*. Code of Criminal Procedure 1911 art 1195 amended 1913 C 112 p 214.

⁷ *Washington*. 1913 C 160 s 10.

⁸ *Alabama*. General Laws 1915 No 506 s 7.

⁹ *Alabama*. General Laws 1915 No 506 s 7; Local Laws 1915 No 128 s 6. *Arizona*. Revised Statutes 1913 (Civil Code) ss 3566 and 3568. *Arkansas*. 1911 A 215 s 7 amended 1917 A 420. *California*. 1915 C 631 s 8 amended 1917 C 627 and C 634. *Colorado*. Revised Statutes 1908 ss 594, 599, 1557, 1558, 1559. *Connecticut*. General Statutes 1918 ss 6670 and 6671. *Delaware*. Revised Code 1915 ss 3816-3826, 3836. *District of Columbia*. 4 U. S. Statutes at Large p 73 s 5. *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. *Georgia*. 1915 No 210 s 9 amended 1916 No 575 s 2. *Idaho*. 1911 C 159 s 157 amended 1917 C 84. *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177. *Indiana*. Burns' Annotated Statutes 1914 s 1632. *Iowa*. Supplement 1913 s 254-a23. *Kansas*. General Statutes 1915 s 3070. *Kentucky*. Carroll's Statutes 1915 s 331e.7. *Louisiana*. Constitution 1913 art 118 s 4. *Maine*. Revised Statutes 1916 C 137 s 16. *Maryland*. 1916 C 326 s 8; Code of Public Local Laws art 4 s 886B amended 1902 C 611, 1904 C 514, and 1912 C 618. *Massachusetts*. 1913 C 457; 1906 C 413 amended 1912 C 187 and 1916 C 243. *Michigan*. Compiled Laws 1915 s 2015. *Minnesota*. 1917 C 397 ss 11 and 13. *Mississippi*. 1916 C 111 ss 10 and 23. *Missouri*. 1911 p 177 s 16; 1917 p 195 s 6. *Montana*. 1911 C 122 s 15. *Nebraska*. Revised Statutes 1913 s 1250. *Nevada*. Revised Laws 1912 s 736; s 734 amended 1917 C 63. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 ss 9 and 15) amended 1915 C 96 and 1917 C 74. *New Jersey*. Compiled Statutes p 1887 s 212; 1912 C 353 s 8. *New Mexico*. 1917 C 4 s 9. *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486 amended 1912 C 169, 1915 C 480, and 1917 C 430; 1910 C 659 s 99 amended 1911 C 721, 1913 C 691, and 1915 C 531; 1910 C 611 s 12; 1913 C 270 s 12; 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50; 1911 C 651 s 526, 1914 C 124, and 1917 C 571; 1918 C 464 s 7. *North Carolina*. Public Laws 1915 C 222 s 2. *North Dakota*. Compiled Laws 1913 s 11411. *Ohio*. General Code 1910 s 1652 amended 1913 p. 864. *Oklahoma*. Revised Laws 1910 s 4423. *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249. *Pennsylvania*. 1903 p 274 s 4 amended 1911 p 959; s 6 amended 1911 p 513, 1913 p 1039, and 1915 p 304. *Rhode Island*. 1915 C 1185 s 10 amended 1917 C 1546. *South Carolina*. 1912 No 429 s 5; 1917 No 73 s 5. *South Dakota*. 1915 C 119 s 12. *Tennessee*. Public Acts 1911 C 58 s 9 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. *Texas*. Code of Criminal Procedure 1911 art 1203 amended 1913 C 112. *Utah*. 1913 C 54 s 8. *Vermont*. General Laws 1917 s 7329. *Virginia*. 1914 C 350 s 7. *Washington*. 1913 C 160 s 10. *West Virginia*. 1915 C 70 s 9 amended 1917 C 63. *Wisconsin*. Statutes 1915 s 573-6.1.

to remain at home or may be placed in a suitable family under the supervision of a probation officer.

(b) *Appointment of guardian.*—A “reputable citizen of good moral character” may be appointed by the court as legal guardian of a delinquent child in Arizona,¹ Arkansas,² Florida,³ Illinois,⁴ Iowa,⁵ Kansas,⁶ Minnesota,⁷ Nebraska,⁸ Nevada,⁹ New Hampshire,¹⁰ North Dakota,¹¹ Oregon,¹² South Dakota,¹³ Tennessee,¹⁴ Vermont,¹⁵ Washington,¹⁶ West Virginia,¹⁷ Jefferson County, Ala.,¹⁸ and Chautauqua County, N. Y.¹⁹ An association or institution to which a child is committed becomes the legal guardian in Arizona,¹ Florida,³ Illinois,⁴ Iowa,⁵ Kansas,⁶ Minnesota,⁷ Nebraska,⁸ Nevada,⁹ New Hampshire,¹⁰ North Dakota,¹¹ Oregon,¹² South Dakota,¹³ Tennessee,¹⁴ Vermont,¹⁵ Washington,¹⁶ and West Virginia.¹⁷ In New Jersey²⁰ the State board of children’s guardians may be appointed guardian of a delinquent child. In Ohio²¹ all minors who in the judgment of the juvenile court require State institutional care shall be committed to the care and custody of the State board of administration, which becomes the sole and exclusive guardian. Such guardianship shall not include the control of the child’s property in Arizona, Arkansas, Kansas, Minnesota, Nebraska, Nevada, New Hampshire, New Mexico, North Dakota, Oregon, South Dakota, Tennessee, Washington, and West Virginia.

(c) *Commitment.*—Public institutions for the care of delinquent children have been established in all States under various names—industrial schools, training schools, or reform schools. These may be supported as State institutions, and the juvenile-court laws²² provide for the commitment of children to these institutions.

¹ *Arizona.* Revised Statutes 1913 (Civil Code) ss 3566 and 3567.

² *Arkansas.* 1911 A 215 ss 7 and 12 amended 1917 A 420.

³ *Florida.* 1911 C 6216 s 7 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

⁴ *Illinois.* Hurd’s Revised Statutes 1917 C 23 ss 176 and 177; C 122 ss 324 and 328.

⁵ *Iowa.* Supplement 1913 s 254-a21.

⁶ *Kansas.* General Statutes 1915 ss 3072 and 3073.

⁷ *Minnesota.* 1917 C 397 ss 11, 12, and 16.

⁸ *Nebraska.* Revised Statutes 1913 s 1251.

⁹ *Nevada.* Revised Laws 1912 s 735.

¹⁰ *New Hampshire.* Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 14) amended 1915 C 96 and 1917 C 74.

¹¹ *North Dakota.* Compiled Laws 1913 s 11411; 1915 C 179 s 2.

¹² *Oregon.* 1910 s 4415.

¹³ *South Dakota.* 1915 C 119 ss 10, 11, and 12.

¹⁴ *Tennessee.* Public Acts 1911 C 58 s 8 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

¹⁵ *Vermont.* General Laws 1917 s 7330.

¹⁶ *Washington.* 1913 C 160 s 9.

¹⁷ *West Virginia.* 1915 C 70 ss 7, 10, and 29 amended 1917 C 63.

¹⁸ *Alabama.* Local Laws 1915 No 361 s 17.

¹⁹ *New York.* 1918 C 464 s 18.

²⁰ *New Jersey.* Compiled Statutes 1910 p 1887 s 225.

²¹ *Ohio.* General Code 1910 s 1841-1 added 1913 p 175.

²² *Alabama.* General Laws 1915 No 506 s 7. *Arizona.* Revised Statutes 1913 (Civil Code) ss 3568 and 3572. *Arkansas.* 1911 A 215 s 7 amended 1917 A 420. *California.* 1915 C 631 s 8 amended 1917 C 627 and C 634. *Colorado.* Revised Statutes 1908 s 594. *Connecticut.* General Statutes 1912 ss 1806 and 1822. *Delaware.*

In California,¹ Florida,² Illinois,³ Indiana,⁴ Kansas,⁵ Minnesota,⁶ Nevada,⁷ New Jersey,⁸ North Dakota,⁹ Oklahoma,¹⁰ Oregon,¹¹ South Dakota,¹² Tennessee,¹³ Texas,¹⁴ Virginia,¹⁵ and West Virginia¹⁶ it is also possible under the law to commit a delinquent child to an institution provided by the city or by the county; in Colorado,¹⁷ Delaware,¹⁸ Florida,¹⁹ Idaho,²⁰ Illinois,²¹ Indiana,²² Iowa,²³ Kentucky,²⁴ Louisiana,²⁵ Maryland,²⁶ Michigan,²⁷ Minnesota,²⁸ Missouri,²⁹

Revised Code 1915 ss 2192-2202, 2203-2213, 3836. *District of Columbia*. U. S. Revised Statutes Supplement 1901 C 847 p 1544 s 2; 34 U. S. Statutes at Large p 73 s 8. *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 5919, and 1917 C 7332; 1915 C 6840 ss 1 and 2. *Georgia*. 1915 No 210 s 9 amended 1916 No 575. *Idaho*. 1911 C 159 s 157 amended 1917 C 84. *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177. *Indiana*. Burns' Annotated Statutes 1914 s 1632. *Iowa*. Supplement 1913 s 254-a23. *Kansas*. General Statutes 1915 ss 10081-10084 10108-10110. *Kentucky*. Carroll's Statutes 1915 s 331e.7. *Louisiana*. Constitution 1913 art 118 s 7; 1918 No 143. *Maine*. Revised Statutes 1916 C 144. *Maryland*. 1916 C 326 s 8. *Massachusetts*. Revised Laws 1902 C 86 ss 27, 32, 33; 1906 C 413 s 8 amended 1912 C 187 and 1916 C 243. *Michigan*. Compiled Laws 1915 s 2015. *Minnesota*. 1917 C 397 s 13. *Mississippi*. 1916 C 111 s 10. *Missouri*. 1911 p 177 s 16; 1917 p 195 s 6. *Montana*. 1911 C 122 s 14 amended 1915 C 52. *Nebraska*. Revised Statutes 1913 s 1250. *Nevada*. Revised Laws 1912 s 736; 1913 C 254. *New Hampshire*. Public Statutes Supplement 1913 C 284; C 85 (Laws 1907 C 125 s 15) amended 1915 C 96 and 1917 C 74. *New Jersey*. Compiled Statutes 1910 p 1887 s 212; 1912 C 353 s 8, 1918 C 147. *New Mexico*. Statutes 1915 s 5107; 1917 C 4 s 9. *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486 amended 1912 C 169, 1915 C 480, and 1917 C 430; art 196 s 2184 amended 1913 C 607; and s 2194; C 55 (State charities) s 184; s 213 amended 1910 C 449; and s 366. *North Carolina*. Public Laws 1915 C 222 s 2; 1917 C 255. *North Dakota*. Compiled Laws 1913 s 11411. *Ohio*. General Code 1910 s 1652 amended 1913 p 864. *Oklahoma*. Revised Laws 1910 s 4423. *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913, 1914 C 249. *Pennsylvania*. 1903 p 274 s 4 amended 1911 p 959; s 6 amended 1911 p 543, 1913 p 1039 and 1915 p 304. *Rhode Island*. 1915 C 1185 ss 10 and 15 amended 1917 C 1546. General Laws 1909 C 354 s 46 amended 1915 C 1261. *South Carolina*. 1912 No 429 s 5; 1917 No 73 s 5. *South Dakota*. 1907 C 222; 1915 C 119 s 12. *Tennessee*. Public Acts 1911 C 58 s 7 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 s 1 and Private Acts 1917 C 294. *Texas*. Code Criminal Procedure 1911 art 1195 and 1202 amended 1913 C 112; art 1197 amended 1913 C 112 and 1918 C 26. *Utah*. 1913 C 54 s 10. *Vermont*. General Laws 1917 s 7329. *Virginia*. 1914 C 350 ss 1 and 2; 1914 C 170. *Washington*. 1913 C 160 s 8. *West Virginia*. 1915 C 70 s 9 amended 1917 C 63. *Wisconsin*. Statutes 1915 s 573-6.1. *Wyoming*. Compiled Statutes 1910 ss 3123-3126.

- ¹ *California*. 1915 C 631 s 8 amended 1917 C 627 and C 634.
- ² *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 5919 and C 7332.
- ³ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177.
- ⁴ *Indiana*. Burns' Annotated Statutes 1914 s 1632.
- ⁵ *Kansas*. General Statutes 1915 ss 3098, 3099.
- ⁶ *Minnesota*. 1917 C 397 s 13.
- ⁷ *Nevada*. Revised Laws 1912 s 736.
- ⁸ *New Jersey*. Compiled Statutes 1910 p 1887 s 212.
- ⁹ *North Dakota*. Compiled Laws 1913 s 11411.
- ¹⁰ *Oklahoma*. Revised Laws 1910 s 4423.
- ¹¹ *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249.
- ¹² *South Dakota*. 1915 C 119 s 12.
- ¹³ *Tennessee*. Public Acts 1911 C 58 s 7 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.
- ¹⁴ *Texas*. Code of Criminal Procedure 1911 art 1197 amended 1913 C 112 and 1918 C 26; art 1203 amended 1913 C 112.
- ¹⁵ *Virginia*. 1918 C 180. (County or city farms.)
- ¹⁶ *West Virginia*. 1915 C 70 s 9 amended 1917 C 63.
- ¹⁷ *Colorado*. Revised Statutes 1908 s 694.
- ¹⁸ *Delaware*. Revised Code 1915 s 3836.
- ¹⁹ *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 5919 and C 7332.
- ²⁰ *Idaho*. 1911 C 159 s 157 amended 1917 C 84.
- ²¹ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177.
- ²² *Indiana*. Burns' Annotated Statutes 1914 s 1632.
- ²³ *Iowa*. Supplement 1913 s 254-a23.
- ²⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.7.
- ²⁵ *Louisiana*. Constitution 1913 art 118 s 4.
- ²⁶ *Maryland*. 1916 C 326 s 8.
- ²⁷ *Michigan*. Compiled Laws 1915 s 2015.
- ²⁸ *Minnesota*. 1917 C 397 s 13.
- ²⁹ *Missouri*. 1911 p 177 s 16.

Montana.¹ New York.² North Dakota,³ Ohio,⁴ Oklahoma,⁵ Oregon,⁶ Pennsylvania,⁷ South Dakota,⁸ Tennessee,⁹ Texas,¹⁰ Utah,¹¹ Vermont,¹² West Virginia,¹³ and Wisconsin¹⁴ the court may commit delinquent children to private institutions incorporated under the State law; while in Arkansas,¹⁵ Arizona,¹⁶ California,¹⁷ Colorado,¹⁸ Delaware,¹⁹ Florida,²⁰ Idaho,²¹ Illinois,²² Kansas,²³ Kentucky,²⁴ Minnesota,²⁵ Nebraska,²⁶ Nevada,²⁷ New York,²⁸ North Dakota,²⁹ Ohio,³⁰ Oklahoma,³¹ Oregon,³² Pennsylvania,³³ South Dakota,³⁴ Tennessee,³⁵ Vermont,³⁶ Virginia,³⁷ Washington,³⁸ Wisconsin,³⁹ and Wyoming⁴⁰ such children may be committed to duly accredited private associations organized for the care of delinquent and dependent children.

In addition to these institutions and associations, several States make use of other agencies. Delinquent children may be committed in the District of Columbia⁴¹ to the board of children's guardians;

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- ¹ *Montana*. 1911 C 122 s 14 amended 1915 C 52.
² *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 46(5) amended 1912 C 160, 1915 C 480, and 1917 C 43.
³ *North Dakota*. Compiled Laws 1913 s 11411.
⁴ *Ohio*. General Code 1910 s 1652 amended 1913 p 864.
⁵ *Oklahoma*. Revised Laws 1910 s 4423.
⁶ *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249.
⁷ *Pennsylvania*. 1903 p 274 s 4 amended 1911 p 950; s 6 amended 1911 p 543, 1913 p 1039, and 1915 p 304.
⁸ *South Dakota*. 1915 C 119 s 12.
⁹ *Tennessee*. Public Acts 1911 C 58 s 7 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294.
¹⁰ *Texas*. Code of Criminal Procedure 1911 art 1203 amended 1913 C 112.
¹¹ *Utah*. 1913 C 54 s 10.
¹² *Vermont*. General Statutes 1917 s 7329.
¹³ *West Virginia*. 1915 C 70 s 9 amended 1917 C 63.
¹⁴ *Wisconsin*. Statutes 1915 s 573-6.1.
¹⁵ *Arkansas*. 1911 A 215 s 7 amended 1917 A 420.
¹⁶ *Arizona*. Revised Statutes 1913 (Civil Code) s 3568.
¹⁷ *California*. 1915 C 631 s 8 amended 1917 C 627 and C 634.
¹⁸ *Colorado*. Revised Statutes 1908 s 594.
¹⁹ *Delaware*. Revised Code 1915 s 3836.
²⁰ *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 6019, and 1917 C 7332.
²¹ *Idaho*. 1911 C 159 s 157 amended 1917 C 84.
²² *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177.
²³ *Kansas*. General Statutes 1915 s 3073.
²⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.7.
²⁵ *Minnesota*. 1917 C 397 s 13.
²⁶ *Nebraska*. Revised Statutes 1913 s 1250.
²⁷ *Nevada*. Revised Laws 1912 s 736.
²⁸ *New York*. 1918 C 464 s 7. (Chautauqua County.)
²⁹ *North Dakota*. Compiled Laws 1913 s 11411.
³⁰ *Ohio*. General Code 1910 s 1652 amended 1913 p 864.
³¹ *Oklahoma*. Revised Laws 1910 s 4423.
³² *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249.
³³ *Pennsylvania*. 1903 p 274 s 4 amended 1911 p 950; s 6 amended 1911 p 543, 1913 p 1039, and 1915 p. 304.
³⁴ *South Dakota*. 1915 C 119 s 12.
³⁵ *Tennessee*. Public Acts 1911 C 58 s 7 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294.
³⁶ *Vermont*. General Laws 1917 s 7329.
³⁷ *Virginia*. 1914 C 350 ss 1 and 2.
³⁸ *Washington*. 1913 C 160 s 8.
³⁹ *Wisconsin*. Statutes 1915 s 573-6.1.
⁴⁰ *Wyoming*. Compiled Statutes 1910 ss 3123-3126.
⁴¹ *District of Columbia*. U. S. Revised Statutes Supplement 1901 C 847 p 1544 s 2; 34 U. S. Statutes at Large p 73 s 8.

in Vermont,¹ to the board of charities and probation; in Massachusetts,² to any institution to which they might be committed for violation of the law except a jail or house of correction; in Montana,³ to State penal or reformatory institutions (other than the industrial schools); and in Ohio,⁴ Wyoming,⁵ and Knox County, Tenn.,⁶ to the workhouse. The Delaware⁷ courts may under the law commit delinquent children to an institution organized in another State, the house of refuge in Philadelphia.

(*d*) *Separation from adult convicts*.—Arkansas,⁸ California,⁹ Florida,¹⁰ Illinois,¹¹ Indiana,¹² Iowa,¹³ Michigan,¹⁴ Minnesota,¹⁵ Missouri,¹⁶ Montana,¹⁷ Nebraska,¹⁸ Nevada,¹⁹ New Hampshire,²⁰ New Jersey,²¹ New York,²² North Carolina,²³ Ohio,²⁴ Oklahoma,²⁵ Oregon,²⁶ Pennsylvania,²⁷ Washington,²⁸ West Virginia,²⁹ Wisconsin,³⁰ and Wyoming³¹ require confinement in separate rooms, yards, and inclosures if children are committed to institutions in which adult convicts are confined.

(*e*) *Fines and restitution*.—A child may still be fined for an offense or for violating the conditions of probation in the District

¹ *Vermont*. General Laws 1917 s 7329.

² *Massachusetts*. 1906 C 413 s 8 amended 1912 C 187 and 1916 C 243.

³ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

⁴ *Ohio*. General Code 1910 ss 4113–4115 and 4138.

⁵ *Wyoming*. Compiled Statutes 1910 s 3127–3128.

⁶ *Tennessee*. Private Acts 1913 C 277 s 9 amended 1915 C 292.

⁷ *Delaware*. Revised Code 1915 s 3824.

⁸ *Arkansas*. 1911 A 215 s 11 amended 1917 A 420.

⁹ *California*. 1915 C 631 s 14 amended 1917 C 627 and C 634.

¹⁰ *Florida*. 1911 C 6216 s 11 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

¹¹ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 179.

¹² *Indiana*. Burns' Annotated Statutes 1914 s 1632.

¹³ *Iowa*. Supplement 1913 s 254–a24.

¹⁴ *Michigan*. Compiled Laws 1915 s 2018.

¹⁵ *Minnesota*. 1917 C 265.

¹⁶ *Missouri*. 1911 p 177 s 13.

¹⁷ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

¹⁸ *Nebraska*. Revised Statutes 1913 s 1254.

¹⁹ *Nevada*. Revised Laws 1912 s 742.

²⁰ *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 16) amended 1915 C 96 and 1917 C 74.

²¹ *New Jersey*. Compiled Statutes 1910 p 1874 ss 163 and 164; 1918 C 147 (Prohibits commitment to State prison).

²² *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486(8) amended 1912 C 169, 1915 C 480, and 1917 C 430.

²³ *North Carolina*. Public Laws 1915 C 222 s 5.

²⁴ *Ohio*. General Code 1910 s 3169.

²⁵ *Oklahoma*. Revised Laws 1910 s 4425.

²⁶ *Oregon*. Lord's Oregon Laws 1910 s 4418.

²⁷ *Pennsylvania*. 1893 p 459 s 1.

²⁸ *Washington*. 1913 C 160 s 11.

²⁹ *West Virginia*. 1915 C 70 s 16 amended 1917 C 63.

³⁰ *Wisconsin*. Statutes 1915 s 573–9.1.

³¹ *Wyoming*. Compiled Laws 1910 s 1097.

of Columbia.¹ Indiana.² Massachusetts,³ Montana,⁴ New Jersey,⁵ New York,⁶ Ohio,⁷ and Utah,⁸ and Knox County, Tenn.⁹

In Georgia,¹⁰ Indiana,¹¹ Kentucky,¹² Massachusetts,¹³ and Montana,¹⁴ if the offense is malicious trespass, the court may order the damage to be made good; or if petit larceny and the goods are not returned, the child may be required to pay.

2. Dependent children.

(a) *Probation*.—The court may allow a dependent or neglected child to remain in its own home subject to the friendly visitation of a probation officer in Alabama,¹⁵ Arizona,¹⁶ Arkansas,¹⁷ California,¹⁸ Colorado,¹⁹ Georgia,²⁰ Illinois,²¹ Kansas,²² Kentucky,²³ Louisiana,²⁴ Maryland,²⁵ Massachusetts,²⁶ Michigan,²⁷ Minnesota,²⁸ Mississippi,²⁹ Missouri,³⁰ Montana,³¹ Nebraska,³² Nevada,³³ North Dakota,³⁴ Pennsylvania,³⁵ South Carolina,³⁶ South Dakota,³⁷ Texas,³⁸ Washington,³⁹ West Virginia,⁴⁰ and Wisconsin.⁴¹

(b) *Appointment of guardian*.—An individual may be appointed by the juvenile court as legal guardian of a dependent child in

¹ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 12.

² *Indiana*. Burns' Annotated Statutes 1914 s 1632.

³ *Massachusetts*. 1906 C 413 s 9 amended 1912 C 187 and 1916 C 243. (Fine not to exceed \$5 for violation of probation. If not paid may be sent to jail.)

⁴ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

⁵ *New Jersey*. Compiled Statutes 1909 p 1887 s 212.

⁶ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486(6) amended 1912 C 169, 1915 C 480 and 1917 C 430. (May be fined for smoking, not to exceed \$10.)

⁷ *Ohio*. General Code 1910 s 1654 amended 1913 p 864. (If for best interest of child, not to exceed \$10.)

⁸ *Utah*. 1913 C 54. (Not to exceed \$25.)

⁹ *Tennessee*. Private Acts 1913 C 277 s 9 amended 1915 C 292. (Knox County.)

¹⁰ *Georgia*. 1915 No 210 s 36 amended 1916 No 575.

¹¹ *Indiana*. Burns' Annotated Statutes 1914 s 1632.

¹² *Kentucky*. Carroll's Statutes 1915 s 331e.16.

¹³ *Massachusetts*. 1906 C 413 s 12 amended 1912 C 187 and 1916 C 243; 1907 C 335.

¹⁴ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

¹⁵ *Alabama*. General Laws 1915 No 506 s 7; Local Laws 1915 No 128 s 6, No 361 s 13.

¹⁶ *Arizona*. Revised Statutes 1913 (Civil Code) ss 3566 and 3568.

¹⁷ *Arkansas*. 1911 A 215 s 7 amended 1917 A 420.

¹⁸ *California*. 1915 C 631 s 8 amended 1917 C 627 and C 634.

¹⁹ *Colorado*. Revised Statutes 1908 s 558 amended 1913 p 604.

²⁰ *Georgia*. 1915 No 210 s 9 amended 1916 No 575 s 2.

²¹ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 175.

²² *Kansas*. General Statutes 1915 s 3070.

²³ *Kentucky*. Carroll's Statutes 1915 s 331e.9.

²⁴ *Louisiana*. Constitution 1913 art 118 s 4.

²⁵ *Maryland*. 1916 C 326 s 8.

²⁶ *Massachusetts*. 1913 C 457.

²⁷ *Michigan*. Compiled Laws 1915 s 2015.

²⁸ *Minnesota*. 1917 C 397 s 11.

²⁹ *Mississippi*. 1916 C 111 s 10.

³⁰ *Missouri*. 1911 p 177 s 5.

³¹ *Montana*. Revised Code 1907 s 7835.

³² *Nebraska*. Revised Statutes 1913 s 1250.

³³ *Nevada*. Revised Laws 1912 s 734 amended 1917 C 63.

³⁴ *North Dakota*. Compiled Laws 1913 s 11409.

³⁵ *Pennsylvania*. 1903 p 274 s 4 amended 1911 p 959.

³⁶ *South Carolina*. 1917 No 73 s 4; 1912 No 429 s 4.

³⁷ *South Dakota*. 1915 C 119 s 10.

³⁸ *Texas*. Revised Civil Statutes 1911 art 2190.

³⁹ *Washington*. 1913 C 160 s 10.

⁴⁰ *West Virginia*. 1915 C 70 s 7 amended 1917 C 63.

⁴¹ *Wisconsin*. Statutes 1915 s 573—5.4.

been established in California;¹ Iowa;² Kansas;³ Minnesota;⁴ Montana;⁵ Nevada;⁶ Oklahoma;⁷ Rhode Island;⁸ West Virginia;⁹ and Wisconsin.¹⁰ County homes are provided in Connecticut,¹¹ Ohio,¹² and Wisconsin.¹³ Such children may be committed to the care of the State board of charities in Massachusetts,¹⁴ New Hampshire,¹⁵ Ohio,¹⁶ and Tennessee;¹⁷ to the State board of control in Minnesota;¹⁸ and Nebraska;¹⁹ to the board of children's guardians in Indiana;²⁰ to the trustees of the poor in Massachusetts;²¹ to the board of county commissioners in Indiana;²² and to the society for the prevention of cruelty to children in Rhode Island.²³ In Texas²⁴ the court may make such order as seems best for the moral and physical welfare of a dependent child.

In most States²⁵ dependent children may be committed to duly authorized private institutions, associations, or home-finding societies.²⁶

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- ¹ California. Revised Statutes 1907 s 344.
 - ² Iowa. Supplement 1913 s 254-260.
 - ³ Kansas. General Statutes 1915 s 3070.
 - ⁴ Minnesota. 1917 C 397 s 11.
 - ⁵ Montana. Revised Codes 1907 s 734.
 - ⁶ Nevada. Revised Laws 1912 s 734 amended 1917 C 63; ss 4004 and 4009 amended 1913 C 243.
 - ⁷ Oklahoma. Revised Laws 1910 s 4421. 1917 p 292 ss 1 and 5.
 - ⁸ Rhode Island. General Laws 1909 C 139 s 2; s 3 amended 1912 C 827.
 - ⁹ West Virginia. 1906 C 90 amended 1917 C 63.
 - ¹⁰ Wisconsin. Statutes 1915 s 573.
 - ¹¹ Connecticut. General Statutes 1915 s 1736.
 - ¹² Ohio. General Code 1910 s 1653 amended 1913 p 864.
 - ¹³ Wisconsin. Statutes 1915 ss 573-583 added 1917 C 350, 573-583 and 607-2.
 - ¹⁴ Massachusetts. 1903 C 334 ss 3 and 4 amended 1909 C 181.
 - ¹⁵ New Hampshire. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 13) amended 1915 C 96 and 1917 C 74.
 - ¹⁶ Ohio. General Code 1910 s 1653 amended 1913 p 864.
 - ¹⁷ Vermont. General Laws 1917 s 732.
 - ¹⁸ Minnesota. 1917 C 397 s 11.
 - ¹⁹ Nebraska. Revised Statutes 1913 s 1250.
 - ²⁰ Indiana. Burns' Annotated Statutes 1914 s 1644.
 - ²¹ Massachusetts. 1903 C 334 ss 3 and 4 amended 1909 C 181.
 - ²² Indiana. Burns' Annotated Statutes 1914 s 1644.
 - ²³ Rhode Island. General Laws 1909 C 139 s 2; and s 3 amended 1912 C 827.
 - ²⁴ Texas. Revised Civil Statutes 1911 art 2180.
 - ²⁵ These are: Arizona. Revised Statutes 1913 (Civil Code) s 3567. Arkansas. 1911 A 215 s 7 amended 1917 A 420. California. 1915 C 631 s 8 amended 1917 C 627 and C 634. Colorado. Revised Statutes 1908 s 558 amended 1913 p 694. Delaware. Revised Code 1915 s 3836. Florida. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332. Idaho. 1909 p 38 No 267 s 2 amended 1911 C 185 and C 193. Illinois. Hurd's Revised Statutes 1917 C 23 s 175. Iowa. Supplement 1913 s 254-260. Kansas. General Statutes 1915 s 3071. Kentucky. Carroll's Statutes 1915 s 331e.9. Louisiana. Constitution 1913 art 118 s 4. Maine. Revised Statutes 1916 C 64 s 53 amended 1917 C 297. Maryland. 1916 C 326 s 8. Massachusetts. 1903 C 334 ss 3 and 4 amended 1909 C 181. Michigan. Compiled Laws 1915 s 2017. Minnesota. 1917 C 397 s 11. Missouri. 1911 p 177 s 5. Nebraska. Revised Statutes 1913 s 1250. Nevada. Revised Laws 1912 s 734 amended 1917 C 63. New Hampshire. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 13) amended 1915 C 96 and 1917 C 74. New Mexico. 1917 C 85 s 6. North Dakota. Compiled Laws 1913 s 11409. Ohio. General Code 1910 s 1653 amended 1913 p 864. Oklahoma. Revised Laws 1910 s 4421. Oregon. Lord's Oregon Laws 1910 s 4414. Pennsylvania. 1903 p 274 s 4 amended 1911 p 959; s 6 amended 1911 p 543, 1913 p 1039, and 1915 p 304. South Dakota. 1915 C 119 s 10. Tennessee. Public Acts 1911 C 58 s 7 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. Utah. Compiled Laws 1907 s 720x25 amended 1909 C 123. Vermont. General Laws 1917 s 7328. Virginia. 1914 C 350 ss 1 and 2. Washington. 1913 C 160 s 8. West Virginia. 1915 C 70 s 7 amended 1917 C 63. Wisconsin. Statutes 1915 s 573-583.
 - ²⁶ The laws dealing with the incorporation of these organizations include provision for the payments to be made from the public treasury for the maintenance and training of the children.

There is a striking failure to provide adequately for the separate care of dependent and delinquent children, and the children from both groups may be committed to the same institutions in Alabama,¹ Arkansas,² California,³ Florida,⁴ Indiana,⁵ Kansas,⁶ Louisiana,⁷ Maryland,⁸ Michigan,⁹ Mississippi,¹⁰ Nevada,¹¹ New Jersey,¹² New York,¹³ North Dakota,¹⁴ Oklahoma,¹⁵ South Carolina,¹⁶ South Dakota,¹⁷ Texas,¹⁸ Virginia,¹⁹ Washington,²⁰ and West Virginia.²¹

The laws of Arizona,²² Connecticut,²³ Kentucky,²⁴ Ohio,²⁵ and Pennsylvania²⁶ definitely prohibit such commitment.

D. SPECIAL CARE FOR THE SICK AND THE FEEBLE-MINDED.

A child needing medical care may by order of the court be placed in a hospital in Arkansas,²⁷ Florida,²⁸ Georgia,²⁹ Illinois,³⁰ Indiana,³¹ Iowa,³² Kansas,³³ Kentucky,³⁴ Michigan,³⁵ Minnesota,³⁶ Montana,³⁷ Nebraska,³⁸ Nevada,³⁹ North Carolina,⁴⁰ North Dakota,⁴¹ Ohio,⁴²

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- ¹ *Alabama*. General Laws 1915 No 506 s 7.
 - ² *Arkansas*. 1911 A 215 s 7 amended 1917 A 420.
 - ³ *California*. 1915 C 631 s 8 amended 1917 C 627 and C 634.
 - ⁴ *Florida*. 1911 C 6216 s 6 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.
 - ⁵ *Indiana*. Burns' Annotated Statutes 1914 s 1632.
 - ⁶ *Kansas*. General Statutes 1915 ss 3071, 3098, 3099.
 - ⁷ *Louisiana*. 1918 No 143 s 4.
 - ⁸ *Maryland*. 1916 C 326 s 8.
 - ⁹ *Michigan*. Compiled Laws 1915 s 2017.
 - ¹⁰ *Mississippi*. 1916 C 111 s. 10.
 - ¹¹ *Nevada*. Revised Laws 1912 s 734 amended 1917 C 63.
 - ¹² *New Jersey*. 1913 C 340. (Special schools established by school boards for dependent and delinquent children.)
 - ¹³ *New York*. Consolidated Laws 1909 C 40 (Penal) art 44 s 486(5) amended 1912 C 169, 1915 C 480, and 1917 C 430. (Commitment to any institution willing to receive.)
 - ¹⁴ *North Dakota*. Compiled Laws 1913 s 11409.
 - ¹⁵ *Oklahoma*. Revised Laws 1910 s 4421.
 - ¹⁶ *South Carolina*. 1912 No 429 s 5; 1917 No 73 s 5.
 - ¹⁷ *South Dakota*. 1915 C 119 s 10.
 - ¹⁸ *Texas*. 1913 C 144 p 289. (Girls' training school for dependents and delinquents.)
 - ¹⁹ *Virginia*. 1914 C 350 ss 1 and 2.
 - ²⁰ *Washington*. 1913 C 160 s 8.
 - ²¹ *West Virginia*. 1915 C 70 s 7 amended 1917 C 63.
 - ²² *Arizona*. Revised Statutes 1913 (Civil Code) s 3572.
 - ²³ *Connecticut*. General Statutes 1918 s 1784.
 - ²⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.9.
 - ²⁵ *Ohio*. General Code 1910 s 1653-1; 1913 p 864.
 - ²⁶ *Pennsylvania*. 1903 p. 274 s 10.
 - ²⁷ *Arkansas*. 1911 A 215 s 8 amended 1917 A 420.
 - ²⁸ *Florida*. 1911 C 6216 s 6 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.
 - ²⁹ *Georgia*. 1915 No 210 s 32 amended 1916 No 575.
 - ³⁰ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177b.
 - ³¹ *Indiana*. Burns' Annotated Statutes 1914 s 1632.
 - ³² *Iowa*. Supplement 1913 s 254-a20.
 - ³³ *Kansas*. General Statutes 1915 s 3071.
 - ³⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.8.
 - ³⁵ *Michigan*. Compiled Laws 1915 s 2017.
 - ³⁶ *Minnesota*. 1917 C 397 s 11.
 - ³⁷ *Montana*. 1911 C 122's 14 amended 1915 C 52.
 - ³⁸ *Nebraska*. Revised Statutes 1913 s 1250.
 - ³⁹ *Nevada*. Revised Laws 1912 s 738.
 - ⁴⁰ *North Carolina*. Public Laws 1915 C 222.
 - ⁴¹ *North Dakota*. Compiled Laws 1913 s 11413.
 - ⁴² *Ohio*. General Code 1910 s 1653 amended 1913 p 864.

VI. CONTINUING JURISDICTION AND RELATION OF COURT TO INSTITUTIONS IN WHICH CHILDREN ARE PLACED.

Laws vary as to whether or not the court has any further jurisdiction over a child once disposed of or over the institution to which he has been committed.

In Alabama,¹ Arkansas,² California,³ Florida,⁴ Georgia,⁵ and Oklahoma⁶ the law provides that the jurisdiction of the court continues even though a child is placed in an institution.

The judge may change or set aside an order in Alabama,⁷ California,⁸ Colorado,⁹ Delaware,¹⁰ Florida,¹¹ Georgia,¹² Illinois,¹³ Kansas,¹⁴ Kentucky,¹⁵ Michigan,¹⁶ Mississippi,¹⁷ Missouri,¹⁸ Montana,¹⁹ Nebraska,²⁰ New Jersey,²¹ New Mexico,²² New York,²³ North Carolina,²⁴ North Dakota,²⁵ Oregon,²⁶ Pennsylvania,²⁷ South Dakota,²⁸ Tennessee,²⁹ Texas,³⁰ Utah,³¹ Washington,³² and West Virginia.³³

¹ *Alabama*. Local Laws 1915 No 128 s 6; No 361 s 13. (Mobile and Jefferson Counties.)

² *Arkansas*. 1911 A 215 s 14 amended 1917 A 420.

³ *California*. 1915 C 631 s 12 amended 1917 C 627 and C 634.

⁴ *Florida*. 1911 C 6216 s 8 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

⁵ *Georgia*. 1915 No 210 s 27 amended 1916 No 575.

⁶ *Oklahoma*. Revised Laws 1910 s 4424.

⁷ *Alabama*. General Laws 1915 No 506 s 7.

⁸ *California*. 1915 C 631 s 9 amended 1917 C 627 and C 634.

⁹ *Colorado*. Revised Statutes 1908 s 559.

¹⁰ *Delaware*. Revised Code 1915 s 3837.

¹¹ *Florida*. 1911 C 6216 ss 6 and 18 amended 1913 C 6494, 1915 C 6919, and 1917 C 7332.

¹² *Georgia*. 1915 No 210 s 27 amended 1916 No 575.

¹³ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 177d.

¹⁴ *Kansas*. General Statutes 1915 s 3074.

¹⁵ *Kentucky*. Carroll's Statutes 1915 s 331e.9. (Applies to dependent and neglected.)

¹⁶ *Michigan*. Compiled Laws 1915 s 2023. (Except commitments to State public school.)

¹⁷ *Mississippi*. 1916 C 111 s 10.

¹⁸ *Missouri*. 1911 p 177 ss 17 and 18; 1917 p 195 ss 6 and 14.

¹⁹ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

²⁰ *Nebraska*. Revised Statutes 1913 s 1251.

²¹ *New Jersey*. 1912 C 353 s 15. (Essex and Hudson Counties.)

²² *New Mexico*. 1917 C 85 s 6. (Dependents.)

²³ *New York*. 1910 C 611 s 12; 1913 C 270 s 12; 1918 C 464 s 14. (Monroe, Ontario, and Chautauqua Counties.)

²⁴ *North Carolina*. Public Laws 1915 C 222 s 2.

²⁵ *North Dakota*. Compiled Laws 1913 s 11415.

²⁶ *Oregon*. Lord's Oregon Laws 1910 s 4416 amended 1913 C 249.

²⁷ *Pennsylvania*. 1903 p 274 s 8 amended 1909 p 119.

²⁸ *South Dakota*. 1915 C 119 s 29.

²⁹ *Tennessee*. Public Acts 1911 C 58 ss 7 and 9 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. (Except when permanently placed in private home.)

³⁰ *Texas*. Code of Criminal Procedure 1911 art 1203 amended 1913 C 112.

³¹ *Utah*. 1913 C 54 s 10.

³² *Washington*. 1913 C 160 ss 8 and 15.

³³ *West Virginia*. 1915 C 70 s 10 amended 1917 C 63.

tucky,¹ Louisiana,² Maryland,³ Missouri,⁴ Montana,⁵ Nebraska,⁶ Nevada,⁷ New Jersey,⁸ North Dakota,⁹ Ohio,¹⁰ Oregon,¹¹ South Carolina,¹² South Dakota,¹³ Tennessee,¹⁴ Texas,¹⁵ Utah,¹⁶ Vermont,¹⁷ Virginia,¹⁸ West Virginia,¹⁹ and part of New York.²⁰

The court may exercise direct supervision in Georgia,²¹ Mississippi,²² Nevada,²³ New Jersey,²⁴ Monroe and Ontario Counties, N. Y.,²⁵ New York City,²⁶ and Knox County, Tenn.²⁷

Colorado,²⁸ on the other hand, provides that the board of control of the State home is not subject to the order of the court at the time of committing, nor is any restriction upon its discretion imposed by such order.

Alabama,²⁹ Arizona,³⁰ California,³¹ Connecticut,³² and Idaho³³ provide for the discharge of the child by the institution. In Kentucky³⁴ the court may release a ward on the recommendation of the institution. In California³⁵ the court must have "due regard to the effect upon the discipline of the institution" of a change of order.

¹ *Kentucky*. Carroll's Statutes 1915 s 331c.12.

² *Louisiana*. Constitution 1913 art 118 s 4.

³ *Maryland*. 1916 C 326 s 9.

⁴ *Missouri*. 1911 p 177 s 18; 1917 p 195 s 14.

⁵ *Montana*. 1911 C 122 s 14 amended 1915 C 52.

⁶ *Nebraska*. Revised Statutes 1913 ss 1251 and 1256.

⁷ *Nevada*. Revised Laws 1912 s 740.

⁸ *New Jersey*. 1912 C 353 ss 11 and 16. (Essex and Hudson Counties.)

⁹ *North Dakota*. Compiled Laws 1913 s 11415.

¹⁰ *Ohio*. General Code 1910 s 1675 amended 1913 p 864.

¹¹ *Oregon*. Lord's Oregon Laws 1910 s 4419.

¹² *South Carolina*. 1912 No 429 s 5; 1917 No 73 s 5.

¹³ *South Dakota*. 1915 C 119 ss 17 and 19.

¹⁴ *Tennessee*. Public Acts 1911 C 58 s 12 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294.

¹⁵ *Texas*. Revised Civil Statutes 1911 art 2190; Code of Criminal Procedure 1911 art 1204 amended 1913 C 112.

¹⁶ *Utah*. Compiled Laws 1907 s 720x25 amended 1909 C 123; and s 720x36.

¹⁷ *Vermont*. General Laws 1917 s 7333.

¹⁸ *Virginia*. 1914 C 350 ss 11 and 12.

¹⁹ *West Virginia*. 1915 C 70 s 18 amended 1917 C 63.

²⁰ *New York*. 1918 C 464 s 12. (Chautauqua County.)

²¹ *Georgia*. 1915 No 210 s 26 amended 1916 No 575. (Visitation by probation officer or other agent of the court.)

²² *Mississippi*. 1916 C 111 s 10. (Inspection and approval of court required.)

²³ *Nevada*. Revised Laws 1912 s 734 amended 1917 C 63. (Probation officer visits and reports.)

²⁴ *New Jersey*. 1912 C 353 s 16. (In Essex and Hudson Counties the judge must visit once a year all institutions receiving children committed by the court.)

²⁵ *New York*. 1910 C 611 ss 12 and 18; 1913 C 270 ss 12 and 18. (County judge must visit each institution at least once a year.)

²⁶ *New York*. 1910 C 659 s 34-f added 1915 C 531. (Institutions must be inspected once a year by at least one justice.)

²⁷ *Tennessee*. Private Acts 1913 C 277 s 14 amended 1915 C 292. (It is the duty of the judge to visit all institutions once a year.)

²⁸ *Colorado*. 1913 C 50 s 1.

²⁹ *Alabama*. General Laws 1915 No 506 s 7.

³⁰ *Arizona*. Revised Statutes 1913 (Civil Code) s 3566. (Court must be advised and record kept.)

³¹ *California*. 1915 C 631 s 10 amended 1917 C 627 and C 634. (Returned to court if incorrigible.)

³² *Connecticut*. General Statutes 1918 ss 1808, 1809, and 1825.

³³ *Idaho*. 1909 p 38 s 3 amended 1911 C 185 and C 193. (Must file with court a copy of resolutions.)

³⁴ *Kentucky*. Carroll's Statutes 1915 s 331c.7.

³⁵ *California*. 1915 C 631 s 9 amended 1917 C 627 and C 634.

VII. ORGANIZATION OF THE COURT.

A. JUDGE.

1. Method of selection.

The judges of the juvenile courts of Jefferson County, Ala.,¹ Essex and Hudson Counties, N. J.,² and the cities of Wilmington,³ Boston,⁴ and Baltimore⁵ are appointed by the governors of their respective States.

In Denver,⁶ New Orleans,⁷ Buffalo,⁸ Indianapolis,⁹ certain counties of Ohio,¹⁰ and in the fourth judicial district of Minnesota,¹¹ the judges are elected by popular vote.

The judge of the juvenile court is appointed by the President of the United States in the District of Columbia;¹² by the juvenile-court commission in Utah¹³ and in Mobile County, Ala.;¹⁴ by the mayor in New York City;¹⁵ by the city council in cities of 50,000 population in Virginia;¹⁶ by his associates in California,¹⁷ Missouri,¹⁸ Montana,¹⁹ Wisconsin,²⁰ Georgia,²¹ and in certain counties of Illinois,²² Iowa,²³ Maryland,²⁴ Minnesota,²⁵ Nebraska,²⁶ Ohio,²⁷ Washington,²⁸ and Pennsylvania;²⁹ and by the presiding judge in other counties of Pennsyl-

¹ *Alabama*. Local Laws 1915 No 361 s 4.

² *New Jersey*. 1912 C 353 s 1. (Counties of the first class.)

³ *Delaware*. Revised Code 1915 s 3830 amended 1917 C 252. (Wilmington.)

⁴ *Massachusetts*. 1906 C 489 s 2 amended 1918 C 257 s 419. (Boston.)

⁵ *Maryland*. Code of Public Local Laws art 4 s 623A amended 1902 C 611, 1904 C 521 and 1910 C 41 p 644. (Baltimore.)

⁶ *Colorado*. Revised Statutes 1908 ss 1593, 1594, 1595. (Denver.)

⁷ *Louisiana*. Constitution 1913 art 118 s 1. (Parish of Orleans.)

⁸ *New York*. 1911 C 651 ss 511-514. (Buffalo.)

⁹ *Indiana*. Burns' Annotated Statutes 1914 s 1632. (Counties containing a city of 100,000 population.)

¹⁰ *Ohio*. General Code 1910 s 1639 amended 1914 p 176 and 1913 p 864, s 1532-3 added 1917 p 703; s 1532-1 added 1916 p 424; s 1532-4 added 1917 p 721; s 1683-14 added 1917 p 732. (Hamilton, Lucas, Mahoning, Montgomery, and Summit Counties.)

¹¹ *Minnesota*. General Statutes 1913 ss 202-204. (Fourth judicial district.)

¹² *District of Columbia*. 34 U. S. Statutes at Large p 73 s 2.

¹³ *Utah*. 1913 C 54 s 1.

¹⁴ *Alabama*. Local Laws 1915 No 128 s 10. (Mobile County.)

¹⁵ *New York*. 1910 C 659 s 34-c to 34-e added 1915 C 531. (New York City.)

¹⁶ *Virginia*. 1914 C 57 ss 1 and 4. (Cities of 50,000.)

¹⁷ *California*. 1915 C 631 s 16 amended 1917 C 627 and C 634.

¹⁸ *Missouri*. 1911 p 177 s 2.

¹⁹ *Montana*. 1911 C 122 s 12.

²⁰ *Wisconsin*. Statutes 1915 s 573-2.1.

²¹ *Georgia*. 1915 No 210 s 21 amended 1916 No 575.

²² *Illinois*. Hurd's Revised Statutes 1917 C 23 s 171. (Counties of more than 500,000.)

²³ *Iowa*. 1917 C 405 s 1. (Counties of more than 100,000.)

²⁴ *Maryland*. 1916 C 326 s 2. (Outside Baltimore.)

²⁵ *Minnesota*. 1917 C 397 s 3. (Counties of more than 33,000.)

²⁶ *Nebraska*. Revised Statutes 1913 s 1246. (Counties of 40,000.)

²⁷ *Ohio*. General Code 1910 s 1639 amended 1913 p 864 and 1914 p 176; s 1532-4 added 1917 p 721; s 1532-1 added 1916 p. 424; s 1532-2 added 1917 p 703; s 1683-14 added 1917 p 732.

²⁸ *Washington*. 1913 C 160 s 2. (Counties of 30,000.)

²⁹ *Pennsylvania*. 1903 p 274 s 1. (Outside Philadelphia and Allegheny Counties.)

\$300 in addition to his salary as county judge. In Michigan¹ the judge is paid, in addition to his salary as probate judge, \$100 for each 15,000 inhabitants. In Georgia² the salary is fixed by the judge of the superior court; in Buffalo³ by the common council; in Utah⁴ by the juvenile-court commission; and in certain cities of Virginia⁵ by the city council.

4. Qualifications.

The qualifications of the judge as stated in the law vary greatly from State to State. In Buffalo, N. Y.,⁶ any resident of the city may be elected. In Wilmington, Del.,⁷ the judge shall be appointed "without any regard for his political affiliations and his sole qualification shall be his fitness to be a juvenile judge." In New Jersey⁸ he must be a counselor at law; and in Mobile County, Ala.,⁹ and in the District of Columbia¹⁰ "learned in law." Colorado¹¹ provides that the judge of the Denver court must have the qualifications of a district judge. Louisiana¹² requires for New Orleans a judge who is at least 40 years of age and has had five years of legal practice. In Baltimore¹³ the judge must be a member of the bar of the supreme bench of Baltimore City. Georgia¹⁴ provides for an attorney at law with at least three years' practice, an interest in children, and a knowledge of the problems of social service, of philanthropy, and of child life. In Indianapolis¹⁵ the judge must be at least 40 years old, a legal voter, and a parent. The Alabama¹⁶ law applying to Jefferson County provides for the appointment of a citizen of the United States and of the county for three years, who is learned in the law, at least 30 years of age, of high moral character and clean life, selected for his special fitness, by training, education, and experience, to deal with delinquent and neglected children.

¹ *Michigan*. Compiled Laws 1915 s 2019.

² *Georgia*. 1915 No 210 s 21 amended 1916 No 575.

³ *New York*. 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 ss 511-514, 1914 C 124, and 1917 C 571. (Buffalo.)

⁴ *Utah*. 1913 C 54 s 1.

⁵ *Virginia*. 1914 C 57 ss 1 and 4.

⁶ *New York*. 1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651 ss 511-514, 1914 C 124, and 1917 C 571.

⁷ *Delaware*. Revised Code 1915 s 3830 amended 1917 C 252.

⁸ *New Jersey*. 1912 C 353 s 1. (Counties of the first class.)

⁹ *Alabama*. Local Laws 1915 No 128 s 10. (Mobile County.)

¹⁰ *District of Columbia*. 34 U. S. Statutes at Large p 73 s 2.

¹¹ *Colorado*. Revised Statutes 1908 ss 1593, 1594, 1595.

¹² *Louisiana*. Constitution 1913 art 118 s 1.

¹³ *Maryland*. Code of Public Local Laws art 4 s 623A amended 1902 C 611, 1904 C 521 and 1910 C 41 p 644.

¹⁴ *Georgia*. 1915 No 210 s 21 amended 1916 No 575.

¹⁵ *Indiana*. Burns' Annotated Statutes 1914 s 1632.

¹⁶ *Alabama*. Local Laws 1915 No 361 s 4.

B. PROBATION OFFICERS.**1. Appointment.**

Probation officers are appointed by the juvenile-court commission in Mobile County, Ala.;¹ by the governor in Florida² and in Maine;³ by the supreme bench in Baltimore;⁴ by the city government in certain counties of Tennessee;⁵ and by the juvenile board in certain counties of Texas.⁶ The State probation officer in Rhode Island⁷ acts as chief officer and assigns probation officers to each juvenile court. In Vermont⁸ the secretary of the State board of charities and probation acts as chief probation officer; and with the approval of the governor, the State board may appoint deputies. In Utah⁹ the probation officers are appointed by the juvenile-court commission, but any large city may appoint deputies upon the recommendation of the judge of the juvenile court. In Wilmington, Del.,¹⁰ the judge of the superior court appoints the chief probation officer upon the recommendation of the judge of the juvenile court, and other probation officers may be appointed by the judge of the juvenile court. Oklahoma makes no provision for the appointment of probation officers for the juvenile court.

In all other jurisdictions¹¹ probation officers are appointed by the

¹ *Alabama*. Local Laws 1915 No 128 ss 10-14.

² *Florida*. 1911 C 6216 s 5 amended 1913 C 6494, 1915 C 6919 and 1917 C 7332.

³ *Maine*. Revised Statutes 1916 C 137 s 10 amended 1917 C 203.

⁴ *Maryland*. Code of Public Local Laws art 4 s 886A amended 1902 C 611, 1904 C 514, 1906 C 263 and 1912 C 618.

⁵ *Tennessee*. Public Acts 1911 C 58 ss 6 and 18 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294. (Counties of 148,000.)

⁶ *Texas*. 1917 C 16 amended 1917 C 58. (Counties of 100,000 containing a city of 70,000.)

⁷ *Rhode Island*. 1915 C 1185 ss 18 and 24 amended 1917 C 1546.

⁸ *Vermont*. General Laws 1917 ss 7292-7304.

⁹ *Utah*. 1913 C 54 ss 12 and 13.

¹⁰ *Delaware*. Revised Code 1915 s 3833 amended 1917 C 352.

¹¹ *Alabama*. General Laws 1915 No 506 s 6; Local Laws 1915 No 361 s 12. (State outside Jefferson County.) *Arizona*. Revised Statutes 1913 (Civil Code) s 3565. *California*. 1915 C 631 ss 18, 20, and 19e to 19v amended 1917 C 627 and C 634. *Colorado*. Revised Statutes 1908 ss 593, 1596, 1597; 1911 C 186 s 2. *Connecticut*. General Statutes 1918 s 6668. *District of Columbia*. 34 U. S. Statutes at Large p 73 s 4. *Georgia*. 1915 No 210 ss 22, 23, 24, and 26 amended 1916 No 575. *Idaho*. 1911 C 159 s 163 amended 1917 C 84. *Illinois*. Hurd's Revised Statutes 1917 C 23 s 174. (Consult *Witter v Cook County Commissioners* 256 Ill. 616.) *Indiana*. Burns' Annotated Statutes 1914 ss 1631-1637. *Iowa*. Supplement 1913 s 254-a18; 1917 C 405 s 2. *Kansas*. General Statutes 1915 ss 3067 and 3092. *Kentucky*. Carroll's Statutes 1915 ss 331e.3 and 331e.20. *Louisiana*. Constitution 1913 art 118 s 1. *Maryland*. 1916 C 326 s 6. (Except in Baltimore.) *Massachusetts*. Revised Laws 1902 C 217 s 83; 1906 C 413 s 7 amended 1912 C 187 and 1916 C 243; 1908 C 637. *Michigan*. Compiled Laws 1915 s 2015. *Minnesota*. General Statutes 1913 ss 9385-9391; 1917 C 397 s 9. *Mississippi*. 1916 C 111 ss 19 and 23. (Municipal authorities may appoint additional officers.) *Missouri*. 1911 p 177 ss 9-11; 1917 p 195 s 11. *Montana*. 1911 C 122 s 14 amended 1915 C 52. *Nebraska*. Revised Statutes 1913 s 1249 amended 1915 C 24 and 1917 C 24. *Nevada*. Revised Laws 1912 C 733 amended 1917 C 63. *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 ss 5-8) amended 1915 C 96 and 1917 C 74. *New Jersey*. Compiled Statutes 1910 p 1879 s 180 amended 1911 C 225; 1913 C 89. *New Mexico*. 1917 C 4 s 11. *New York*. Code of Criminal Procedure Part I Title I s 11a; 1915 C 531; 1910 C 611 s 11; 1913 C 270 s 11; 1911 C 651 s 524; 1910 C 676 s 23; 1918 C 464 s 11. *North Carolina*. Public Laws 1915 C 222 ss 2 and 3. *North Dakota*. Compiled Laws 1913 s 11408. *Ohio*. General Code 1910 s 1662 amended 1913 p 864 and 1917 p 19. *Oregon*. Lord's Oregon Laws 1910 s 4412 amended 1913 C 249. *Pennsylvania*. 1903 p 274 s 3 amended 1909 p 89; 1915 p 5 s 3 amended 1917 p 19; 1913 p 711 amended 1915 pp 988 and 1017 and 1917 p 1015. *South Carolina*. 1912 No 429 ss 4 and 5; 1917 No 73 s 4. *South Dakota*. 1915 C 119 s 24. *Tennessee*. Public Acts 1911 C 58 ss 6 and 18 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. *Texas*. Code of Criminal Procedure 1911 art 1202 amended 1913 C 112. *Virginia*. 1914 C 350 ss 5 and 6. *Washington*. 1913 C 160 s 3. *West Virginia*. 1915 C 70 s 6 amended 1917 C 63. *Wisconsin*. Statutes 1915 ss 573-2.4

VIII. CONSTRUCTION AND PURPOSE OF THE LAW.

Thirty-five States have provided for liberal construction of the juvenile-court law. In Alabama ¹ "all proceedings shall be upon the theory that the child is a ward of the State and subject to the discipline and entitled to the protection which the court should give under the conditions disclosed." A similar statement is contained in the Georgia ² statute and in the laws applying to Monroe, Ontario, and Chautauqua Counties, N. Y.³ In Mississippi⁴ the act shall be liberally construed, and wide discretion given all officers in carrying out its objects, with proper regard to the welfare of the child and to the public interest. In Illinois ⁵ the act "shall be liberally construed to the end that the care, custody, and discipline of the child may approximate that which should be given by its parents." The provision is substantially the same in Arkansas,⁶ California,⁷ Colorado,⁸ Delaware,⁹ Florida,¹⁰ Indiana,¹¹ Iowa,¹² Kansas,¹³ Kentucky,¹⁴ Louisiana,¹⁵ Massachusetts,¹⁶ Minnesota,¹⁷ Missouri,¹⁸ Montana,¹⁹ Nebraska,²⁰ Nevada,²¹ New Hampshire,²² New Jersey,²³ North Dakota,²⁴ Ohio,²⁵ Oklahoma,²⁶ Oregon,²⁷ Rhode Island,²⁸ South

¹ *Alabama*. General Laws 1915 No 506 s 4.

² *Georgia*. 1915 No 210 s 10 amended 1916 No 575.

³ *New York*. 1910 C 611 ss 1 and 7; 1913 C 270 s 7; 1918 C 464 s 2. (Shall be construed as remedial in character.)

⁴ *Mississippi*. 1916 C 111 s 20.

⁵ *Illinois*. Hurd's Revised Statutes 1917 C 23 s 189.

⁶ *Arkansas*. 1911 A 215 s 17.

⁷ *California*. 1915 C 631 s 24 amended 1917 C 627 and C 634.

⁸ *Colorado*. Revised Statutes 1908 ss 560 and 697; s 558 amended 1913 p 694. (For the protection of the child, the home, and the State, in the interest of public morals, and for the prevention of poverty and crime.)

⁹ *Delaware*. Revised Code 1915 s 3841. (Wilmington.)

¹⁰ *Florida*. 1911 C 6216 s 15 amended 1913 C 6494, 1915 C 6919 and 1917 C 7332.

¹¹ *Indiana*. Burns' Annotated Statutes 1914 ss 1640 and 1646.

¹² *Iowa*. Supplement 1913 ss 254-a28 and 254-a47.

¹³ *Kansas*. General Statutes 1915 s 3079.

¹⁴ *Kentucky*. Carroll's Statutes 1915 s 331e.18. (Child to be cared for as it would be by chancery court.)

¹⁵ *Louisiana*. Constitution 1913 art 118 s 4.

¹⁶ *Massachusetts*. 1906 C 413 s 2 amended 1912 C 187 and 1916 C 243.

¹⁷ *Minnesota*. 1917 C 397 s 32.

¹⁸ *Missouri*. 1911 p 177 s 22; 1917 p 195 s 18.

¹⁹ *Montana*. 1911 C 122 s 24.

²⁰ *Nebraska*. Revised Statutes 1913 s 1260.

²¹ *Nevada*. Revised Laws 1912 s 750.

²² *New Hampshire*. Public Statutes Supplement 1913 C 85 (Laws 1907 C 125 s 19) amended 1915 C 96 and 1917 C 74.

²³ *New Jersey*. 1912 C 353 s 22. (Essex and Hudson Counties.)

²⁴ *North Dakota*. Compiled Laws 1913 s 11422.

²⁵ *Ohio*. General Code 1910 s 1683. (To best subserve the moral and physical welfare of the child.)

²⁶ *Oklahoma*. Revised Laws 1910 s 4426.

²⁷ *Oregon*. Lord's Oregon Laws 1910 s 442.

²⁸ *Rhode Island*. 1915 C 1185 s 22 amended 1917 C 1546.

Dakota,¹ Tennessee,² Utah,³ Vermont,⁴ Virginia,⁵ Washington,⁶ and West Virginia.⁷

¹ *South Dakota*. 1915 C 119 s 35.

² *Tennessee*. Public Acts 1911 C 58 s 17 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41 and Private Acts 1917 C 294.

³ *Utah*. 1913 C 54 s 19.

⁴ *Vermont*. General Laws 1917 s 7337. (That the restraint of a delinquent shall tend rather toward his reformation than to his punishment as a criminal.)

⁵ *Virginia*. 1914 C 350 s 14.

⁶ *Washington*. 1913 C 160 s 14.

⁷ *West Virginia*. 1915 C 70 s 26 amended 1917 C 63.

LIST OF REFERENCES, BY STATES, TO STATUTORY SOURCES.

Alabama:

General Laws 1915 No 506 (p 577) and No 498 (p 560). (State.)
Local Laws 1915 No 128 (p 115), No 361 (p 268), and No 110
(p 30). (Mobile and Jefferson Counties.)

Arizona:

Revised Statutes 1913 (Civil Code) ss 3562-3578.
Revised Statutes 1913 (Penal Code) ss 255-271, 1468.
1917 C 18.
1917 C 89. (Control of State institutions.)

Arkansas:

1911 A 215 amended 1917 A 420.
1917 A 326. (Mothers' pensions.)

California:

1915 C 631 amended 1917 C 627 and C 634.
1915 C 776. (Mental defectives.)
1917 C 168. (Desertion and nonsupport.)

Colorado:

Revised Statutes 1908.
ss 552-608 (s 558 amended 1913 p 694; s 588 amended 1909
C 156).
ss 1549-1559. (Minors.)
ss 1589-1607. (Counties of 100,000.)
1909 C 157. (Contributing to delinquency and dependency.)
1909 C 158.
1911 C 95. (Child labor.)
1911 C 186. (Probation officers.)
1913 C 50. (State home.)
1913 C 51.

Connecticut:

General Statutes 1918.
ss 1766-1799. (County homes.)
ss 1800-1830. (Industrial schools.)
ss 1853-1859. (Juvenile offenders.)
ss 1860-1863.
s 1870. (Appeal.)
ss 1888 and 1893. (State board of charities.)
s 2237. (Payment to probation officers.)
ss 6668-6675. (Probation officers.)

Delaware:

Revised Code 1915.

ss 2192-2213. (Industrial schools.)

ss 3816-3826. (Juvenile delinquents and probation.)

ss 3827-3843 (ss 3830 and 3833 amended 1917 C 252;
ss 3837A and 3840A added 1917 C 253).

District of Columbia:

U. S. Revised Statutes Supplement 1891 C 58 p 474.

U. S. Revised Statutes Supplement 1901 C 250 p 48.

U. S. Revised Statutes Supplement 1901 C 807 p 1446.

U. S. Revised Statutes Supplement 1901 C 847 p 1544.

32 U. S. Statutes at Large p 972.

34 U. S. Statutes at Large p 73.

35 U. S. Statutes at Large p 420.

37 U. S. Statutes at Large p 134.

39 U. S. Statutes at Large p 56.

Florida:

1911 C 6216 amended 1913 C 6494, 1915 C 6919 and 1917 C 7332.

1911 C 6221.

1915 C 6840.

1915 C 6841.

1915 C 6906.

Georgia:

1915 No 210 amended 1916 No 575 (p 58).

Idaho:

Revised Code 1908 s 823.

1909 p 38 No 267 amended 1911 C 185 and C 193.

1911 C 159 amended 1917 C 84.

Illinois:

Hurd's Revised Statutes 1917.

C 23 ss 169-190d, 271-278, 341.

C 38 ss 42 hi-42 hn.

C 122 ss 324, 328, and 329.

Indiana:

Burns' Annotated Statutes 1914.

ss 1630-1649.

s 6678 amended 1915 C 77.

Supplement 1918 ss 1640a, 1641, 1648, and 6676.

Iowa:

Supplement to the Code 1913 ss 254-a13 to 254-a47.

Supplemental Supplement 1915 ss 254-a15, 254-a16 and 254-a
to 254-1.

1917 C 405.

Massachusetts:**General Statutes 1915.**

ss 3065–3103 (s 3065 amended 1917 C 154).

ss 9416–9417. (School attendance.)

s 9689. (State orphans' home.)

ss 10077–10118. (Industrial schools.)

Kentucky:**Carroll's Statutes 1915.**

ss 331d.1–331d.11. (Contributing to delinquency and dependency.)

ss 331e.1–331e.23.

ss 331g.1–331g.6. (Parent contributing to delinquency.)

Louisiana:

Constitution 1913 art 118 (s 5 repealed 1916 No 13).

1916 No 139.

1918 No 143.

1918 No 169.

Maine:**Revised Statutes 1916.**

C 64 ss 49–62 (s 53 amended 1917 C 297).

C 120 ss 33–37. (Contributing to delinquency.)

C 137 s 10 amended 1917 C 203; ss 15 and 16.

C 144. (State juvenile institutions.)

Maryland:**Code of Public Local Laws.**

Art 1 ss 184A–184C amended 1912 C 471 and 1914 C 701;
ss 184D–184F added 1914 C 701.

Art 4 s 623A amended 1902 C 611, 1904 C 521, and 1910 C 41.

Art 4 ss 886A and 886B amended 1902 C 611, 1904 C 514,
and 1912 C 618. (s 886A also amended 1906 C 263.)

ss 886C–886F added 1912 C 618.

s 886F also amended 1918 C 208.

1916 C 326 p 675.

1916 C 670. (Mothers' pensions.)

Massachusetts:

Revised Laws 1902 C 86 (s 20 amended 1902 C 314, s 31 amended 1904 C 459, and s 36 amended 1904 C 363); C 84 s 2 amended 1908 C 598; C 217 s 83; C 46 s 6 amended 1913 C 779.

1903 C 334 amended 1909 C 181.

1905 C 464 s 1.

1906 C 413 amended 1912 C 187 and 1916 C 243.

1906 C 489 amended 1918 C 257 s 419. (Boston.)

Massachusetts—Continued.

1907 C 335.

1907 C 411 amended 1918 C 257 s 418.

1908 C 465.

1908 C 637.

1908 C 639.

1911 C 175.

1913 C 457.

Michigan:

Compiled Laws 1915 ss 2011–2028.

Minnesota:

General Statutes 1913.

ss 202–204.

ss 9385–9391.

ss 9394–9397. (Industrial schools.)

1917 C 194 ss 1–7. (State board of control and county board welfare.)

1917 C 212 ss 18 and 19.

1917 C 223. (Mothers' pensions.)

1917 C 265. (Confinement of minors.)

1917 C 397.

Mississippi:

1916 C 111.

Missouri:

Revised Statutes 1909.

ss 466, 469, 470 and 472.

ss 467, 468, 471 and 473 amended 1917 p 109.

ss 1329–1332. (Board of county visitors.)

s 4491. (Contributing to delinquency.)

1911 p 120 amended 1913 p 146. (Mothers' pensions.)

1911 p 177.

1911 p 349. (Board of children's guardians.)

1917 p 195.

Montana:

Revised Code 1907 ss 271–281 and 7829–7843.

1911 C 122 ss 1–24 (s 14 amended 1915 C 52.)

1913 C 76 s 1107.

1917 C 83. (Mothers' pensions.)

Nebraska:

Revised Statutes 1913.

ss 1244–1264 (s 1249 amended 1915 C 24 and 1917 C 2

ss 5831–5837.

Nevada:**Revised Laws 1912.**

ss 728-764 (s 733 amended 1917 C 63; s 734 amended 1917 C 63).

ss 4087-4108. (State orphans' home.)

ss 4098 and 4099 amended 1913 C 243.

1913 C 254. (State school of industry.)

New Hampshire:**Public Statutes Supplement 1913.**

C 85 (Laws 1907 C 125) amended 1915 C 96 and 1917 C 74.
C 284.

1917 C 31.

New Jersey:**Compiled Statutes 1910.**

p 453.

p 1874 ss 163-166.

p 1879 ss 180-185 (s 180 amended 1911 C 225 and 1913 C 89).

p 1887 ss 206-225 (s 207 amended 1916 C 212.)

1912 C 327 amended 1918 C 84.

1912 C 353 amended 1918 C 81. (Counties of the first class.)

1912 C 360 ss 1-5 amended 1918 C 83.

1913 C 221 s 4 amended 1915 C 224.

1913 C 281 amended 1915 C 118. (Mothers' pensions.)

1913 C 340. (School for dependent and delinquent children.)

1915 C 246 amended 1918 C 85.

1918 C 82.

1918 C 86.

1918 C 147. (Correctional and reformatory institutions.)

New Mexico:

Statutes 1915 ss 5107-5110. (Reform school.)

1917 C 4. (Delinquent children.)

1917 C 85. (Dependent and neglected children.)

New York:**Consolidated Laws 1909.**

C 40 (Penal).

art 44 ss 480-493, amended as follows:

s 483(3) repealed 1910 C 699.

s 484 amended 1910 C 383 and C 475, 1911 C 243,
and 1917 C 564.

s 485 amended 1916 C 278.

s 486 amended 1912 C 169, 1915 C 480 and 1917
C 430.

s 494 added 1910 C 699.

art 196 s 2184 amended 1913 C 607; ss 2186 and 2194.

C 11 (County law) s 99.

C 55 (State charities law) s 184, s 213 amended 1910 C 449,
and s 366.

New York—Continued.

Code of Criminal Procedure Part I Title I s 11a; Part IV Title XII s 554(4).

1891 C 105 amended 1901 C 627, 1902 C 549, 1908 C 50, 1911 C 651, 1914 C 124 and 1917 C 571. (Buffalo.)

1910 C 611. (Monroe County.)

1910 C 659 amended 1911 C 721, 1913 C 691 and 1915 C 531. (New York City.)

1910 C 676 amended 1916 C 487 and 1917 C 112. (Syracuse.)

1913 C 270. (Ontario County.)

1915 C 489. (Saratoga County.)

1918 C 108. (Olean.)

1918 C 464. (Chautauqua County.)

North Carolina:

Public Laws 1915 C 222.

Public Laws 1917 C 170. (State board of charities.)

Public Laws 1917 C 255. (State industrial schools.)

North Dakota:

Compiled Laws 1913 ss 11402–11428; s 10959.

1915 C 179. (Juvenile commissioner.)

Ohio:

General Code 1910.

s 1532–1 added 1916 p 424. (Montgomery County.)

s 1532–2 added 1917 p 703. (Summit County.)

s 1532–4 added 1917 p 721. (Mahoning County.)

ss 1639–1683, amended as follows:

ss 1639, 1642–1647, 1648, 1651–1656, 1658–1662, 1663, 1670, 1672, 1675–1678 and 1680 amended 1913 p 864

s 1639 also amended 1914 p 176. (Hamilton County.)

s 1645 also amended 1915 p 458.

ss 1648–1 and 1652–1 added 1913 p 864.

s 1662 also amended 1917 p 19.

s 1676 repealed and reenacted as s 1352–2 1913 p 864.

s 1683–1 added 1911 p 425.

s 1683–1 supplemented 1913 p 864.

ss 1683–2 to 1683–3 added 1913 p 864 and amended 1915 p 436.

ss 1683–4 to 1683–9 added 1913 p 864.

s 1683–10 added 1914 p 199.

ss 1683–13 to 1683–19 added 1917 p 732. (Lucas County.)

s 1841–1 added 1913 p 175.

ss 2497–2499.

ss 2971–2976 amended 1913 p 864.

s 3100

s 4122

s 4122

Oklahoma:

Revised Laws 1910 ss 4412-4426 (s 4420 repealed 1915 p 199 s 1).
1915 C 183. (Mothers' pensions.)
1915 p 230. (State home.)
1917 p 292. (State home.)
Constitution art 6 s 28. (State board of charities.)

Oregon:

Lord's Oregon Laws 1910.
ss 2150-2154. (Contributing to delinquency or dependency.)
ss 4406-4426 (s 4407 amended 1915 C 147; s 4408 amended 1913 C 249 and 1915 C 147; ss 4412 and 4416 amended 1913 C 249).
1917 C 48. (Illegitimate children.)
1917 C 267. (Mothers' pensions.)

Pennsylvania:

1893 p 459.
1903 p 8 amended 1913 p 452.
1903 p 11.
1903 p 137 amended 1913 p 870.
1903 p 274 amended 1909 p 89, 1909 p 119, 1911 p 543, 1911 p 959, 1913 p 1039, and 1915 p 304.
1909 p 434.
1911 p 198 amended 1915 p 5 and 1917 p 19. (Allegheny County.)
1913 p 177.
1913 p 711 amended 1915 p 988, 1915 p 1017 and 1917 p 1015. (Philadelphia.)
1915 p 244.
1915 p 652.

Rhode Island:

General Laws 1909.
C 139 ss 1-11 (s 3 amended 1912 C 827; ss 10 and 11 added 1910 C 550).
C 140 ss 1-7 (s 7 added 1910 C 551).
C 354 s 46 amended 1915 C 1261.
1915 C 1185 amended 1917 C 1546.

North Carolina:

1912 No 429. (State.)
1917 No 73. (Counties of more than 20,000 and not over 50,000.)

North Dakota:

1907 C 223. (State training school.)
1909 C 275 amended 1913 C 175. (Contributing to delinquency or dependency.)
1915 C 119.
1917 C 300. (Mothers' pensions.)

Tennessee:

Public Acts 1911 C 58 amended 1913 (First Extra Session) C 22, 1915 C 177, 1917 C 41, and Private Acts 1917 C 294. (State except counties of 70,000 to 90,000.)

Private Acts.

1911 C 182. (Hamilton County.)

1913 C 277 amended 1915 C 292. (Knox County.)

Public Acts.

1915 C 32. (Mothers' pensions.)

1915 C 86.

1915 C 120. (Desertion and nonsupport.)

1917 C 120.

Texas:**Revised Civil Statutes 1911.**

art 2184-2190. (Dependent and neglected children.)

art 2191-2201 superseded 1913 C 112. (Delinquent children.)

Code of Criminal Procedure 1911 art 1195-1207 (art 1205 repealed 1913 C 112; art 1195-1207 amended 1913 C 112; art 1197 also amended 1918 C 26).

Penal Code 1911 art 1055; art 1055a added 1918 C 52.

1913 C 144 p 289. (State training school for girls.)

1917 C 93 p 252 amended 1918 C 14; C 16 amended 1917 C 58.

Texas:

Compiled Laws 1907 ss 720x23-720x48 amended as follows:

ss 720x24, 25, 29, 30 and 32 amended 1909 C 123.

s 720x37 amended 1911 C 55.

ss 720x42 and 720x43 amended 1909 C 110.

s 720x42 also amended 1911 C 54.

1913 C 54.

1913 C 90. (Mothers' pensions.)

1917 C 144 s 15. (Child labor.)

General Laws 1917.

ss 7292-7304. (Probation.)

ss 7305-7311. (Board of charities and probation.)

ss 7312-7337.

ss 7338-7344. (Counties of 50,000 or more.)

ss 7345-7351. (Industrial schools.)

ss 7352-7358. (Contributing to delinquency.)

ss 7359-7365. (State.)

ss 7366-7372. (County or city farms.)

Washington:

- 1913 C 111. (Discharge from State training school.)
- 1913 C 157. (State training school.)
- 1913 C 160.
- 1915 C 135. (Mothers' pensions.)

West Virginia:

- 1909 C 80 amended 1917 C 23. (West Virginia Children's Home.)
- 1915 C 70 amended 1917 C 63.
- 1917 C 51. (Desertion and nonsupport.)

Wisconsin:

Statutes 1915.

ss 561-567d.

ss 573-573j (573-5.2a added 1917 C 350; 573f-1, 2, 5 and 6 amended 1917 C 589 (Aid to mothers); 573f-6a added 1917 C 589).

s 1728a-1 amended 1917 C 674. (Child labor.)

s 4581i. (Contributing to delinquency.)

Wyoming:

- Compiled Statutes 1910 ss 3123-3135 and 1097.
- 1915 C 99. (Definitions, agencies, and placing.)

APPENDIX.

ADDITIONS AND AMENDMENTS TO JUVENILE-COURT LAWS ENACTED DURING THE YEAR 1919.

The juvenile-court legislation enacted by 28 States during 1919 includes two acts creating special juvenile courts and defining the procedure for the treatment of delinquent and dependent children, one for counties of 150,000 or over in Alabama,¹ the other for the city of Kingsport in Tennessee.² The Alabama statute supersedes the local law applying to Jefferson County.

Idaho³ enacts a new law for the care of dependent and neglected children.

West Virginia⁴ separates the former juvenile-court law into two laws relating to delinquent and to dependent children, respectively. One of these statutes establishes also a State board of children's guardians in place of the West Virginia Humane Society and gives to this board control over dependent and neglected children, as well as the functions of administration and supervision of institutions exercised by the State board of control under the old law.

Indiana⁵ creates a probate court for Vanderburgh County and confers jurisdiction under the juvenile-court law upon that court. Oregon⁶ establishes a court of domestic relations in counties of 200,000 or more and gives to it the juvenile-court jurisdiction.

Wisconsin⁷ consolidates and renumbers numerous provisions of the statutes relating to children and to juvenile courts with few changes in substance.

The amendments in other States which are less extensive in character will appear in the following outline.

I. THE COURT GIVEN JURISDICTION.

Original and exclusive jurisdiction in the cases of delinquent, dependent, and neglected children is given to the special juvenile courts established in counties of 150,000 or over in Alabama¹ and in the city of Kingsport in Tennessee,² to the newly created probate court of Vanderburgh County in Indiana,³ and to the court of domestic relations established in counties of 200,000 or more in Oregon.¹⁰

¹ *Alabama*. General Laws 1919 No 146 s 5.

² *Tennessee*. Private Acts 1919 C 558.

³ *Idaho*. 1919 C 161.

⁴ *West Virginia*. 1919 C 110 and C 111.

⁵ *Indiana*. 1919 C 99.

⁶ *Oregon*. 1919 C 296.

⁷ *Wisconsin*. 1919 C 614.

⁸ *Tennessee*. Private Acts 1919 C 558 ss 2 and 3.

⁹ *Indiana*. 1919 C 99 s 11.

¹⁰ *Oregon*. 1919 C 296 s 1.

Nebraska ¹ provides that in counties of more than 50,000 population the judges of the district court shall select one of their number to hear all cases arising under the juvenile-court law.

West Virginia ² provides for admission to the home for dependent children in Marion County through the county court, although jurisdiction under the juvenile-court law is conferred upon circuit courts, criminal courts, and courts of common pleas. Jurisdiction under the statute relating to dependent and neglected children ³ is given to the circuit, common pleas, criminal, intermediate, or juvenile court.

Wisconsin ⁴ provides that all courts of record shall have original jurisdiction concurrent with the circuit courts but that the judges of the several courts of record in each county shall designate each year one judge to hear all cases arising under the juvenile-court law.

Tennessee ⁵ requires that children brought before justices of the peace or recorders, or arrested by peace officers, in the city of Kingsport shall be immediately transferred to the juvenile court and authorizes transfer by the criminal court of children indicted by the grand jury.

II. EXTENT OF JURISDICTION.

A. OVER CHILDREN.

1. Age limitation.

The Alabama statute applying to counties of 150,000 or over ⁶ gives the juvenile court jurisdiction over boys under 16 and girls under 18 who are dependent or delinquent. Jurisdiction once obtained may continue through the minority of the child.

In Montana ⁷ the age limitation is raised from 17 to 18 for all children. New Mexico ⁸ extends certain provisions of the juvenile-court law to girls under 18. Wyoming ⁹ extends the classification of juvenile delinquents to all under 21.

The Maine statute entitled an "Act of Juvenile Delinquency" ¹⁰ applies only to boys between 8 and 16.

The Idaho statute relating to dependent children ¹¹ applies to those under 18. Connecticut ¹² reduces the age limit from 18 to 16 for the hearing in chambers of first offenses.

The Tennessee act applying to Kingsport ¹³ includes boys and girls under 16 only, but jurisdiction once obtained may continue until the child is 18.

West Virginia ¹⁴ reduces the age limit for dependent boys from 18 to 16.

¹ Nebraska. 1919 C 116.

² West Virginia. 1919 C 46 s 5.

³ West Virginia. 1919 C 110 s 4.

⁴ Wisconsin. 1919 C 614 s 2.

⁵ Tennessee. Private Acts 1919 C 558 s 11.

⁶ Alabama. 1919 No 146 ss 2 and 3.

⁷ Montana. 1919 C 202 s 1.

⁸ New Mexico. 1919 C 86.

⁹ Wyoming. 1919 C 119 s 2.

¹⁰ Maine. 1919 C 58.

¹¹ Idaho. 1919 C 161 s 1.

¹² Connecticut. 1919 C 110.

¹³ Tennessee. Private Acts 1919 C 558 ss 6 and 9.

¹⁴ West Virginia. 1919 C 110 s 4.

Tennessee, in the act applying to the city of Kingsport,¹ makes no distinction between the charge of dependency or delinquency but defines a delinquent or dependent child as one who is (1) found begging or receiving alms, (2) vagrant, (3) without home, proper guardianship, or visible means of support, (4) without proper parental control, (5) destitute, (6) in a home which is unfit, (7) in the company of criminals, vagrants, or prostitutes, (8) living in a house of prostitution, (9) found in any saloon, pool room, or place where liquors are sold, (10) persistently disobedient, (11) incorrigible, (12) an habitual truant, (13) addicted to intoxicating liquor, cigarettes, or drugs, (14) an orphan or deserted by parents and in danger of being brought up to lead an immoral life, (15) whose mother (the father being dead) can not properly support him, or (16) one who violates any law or ordinance, except crimes punishable by life imprisonment or death.

5. Discretion of the court in case of crime.

Alabama² provides that the judge of the juvenile court in counties of 150,000 or over may transfer any delinquent child who "can not be made to lead a correct life, and can not be properly disciplined" under the juvenile-court law to any court having jurisdiction over the offense committed. Such a child may be committed to the county jail to await trial.

Tennessee³ allows the juvenile court in Kingsport to bind over to the criminal court children charged with crimes and misdemeanors. A child, moreover, who is charged with violating any law or statute is given the right to waive examination by the juvenile court and may in that case be committed to the county jail or required to give security for appearance in the criminal court.

Wisconsin⁴ leaves it to the discretion of the examining magistrate to commit a boy under 17 or a girl under 18 charged with an offense punishable by imprisonment in the State prison either to the juvenile court or to the court having jurisdiction in such cases. In the latter case all rules applying to trial, sentence, and commitment in criminal cases are to be followed, except that the court may, in its discretion, dispose of the child in the manner provided for commitment under the juvenile-court law.

B. OVER ADULTS.

1. Contributing to delinquency and dependency.

Alabama⁵ provides for counties of 150,000 or over that the juvenile court may have jurisdiction in the case of any person contributing

¹ *Tennessee*. Private Acts 1919 C 558 s 6.

² *Alabama*. 1919 No 146 s 21.

³ *Tennessee*. Private Acts 1919 C 558 ss 9 and 10.

⁴ *Wisconsin*. 1919 C 614 s 17.

⁵ *Alabama*. 1919 No 146 s 20. Allows 12 months' imprisonment while law for State (General Laws 1915 No 506 s 10) provides for only 6 months.

to the delinquency or dependency of a child. The court is given authority to try the case and to impose sentence without the intervention of a jury. Appeal may be taken to the circuit court of the county.

The probate court of Vanderburgh County in Indiana¹ and the court of domestic relations in counties of 200,000 or more in Oregon² are given original and exclusive jurisdiction in the cases of persons contributing to the delinquency or dependency of a child.

California³ provides that jurisdiction over persons contributing to delinquency or dependency of a child who has been declared to be a ward of the juvenile court may be had by the court either of the county in which the child was placed or of the county in which the offense was committed.

Other States make no change in the jurisdiction of the courts over this class of cases.⁴

2. Desertion and nonsupport.

The court of domestic relations in counties of 200,000 or more in Oregon² is given jurisdiction concurrent with that of the circuit court in cases of desertion and nonsupport.

3. Other jurisdiction.

New Jersey⁵ gives the juvenile court jurisdiction in the cases of parents or guardians who fail to comply with the compulsory school-attendance law.

III. PRELIMINARY PROCEDURE.

A. PETITION OR COMPLAINT.

The Alabama statute applying to counties of 150,000 or over,⁶ the Idaho statute relating to dependent children,⁷ and the Tennessee statute applying to the city of Kingsport⁸ provide that proceedings may be begun by verified petition filed by any person having knowledge of the case.

B. SUMMONS OR WARRANT.

Alabama⁹ provides for a "summons" served by any person selected by the court in counties of 150,000 or over, Idaho¹⁰ for a "notice and citation," and Tennessee¹¹ for a "citation," to require the attendance at court of the child and other necessary persons in the city of Kingsport. Failure to comply constitutes contempt of court.

¹ *Indiana*. 1919 C 99 s 1.

² *Oregon*. 1919 C 296 s 1.

³ *California*. 1919 C 55. The superior court sitting as a juvenile court was given original jurisdiction by 1915 C 631 s 21.

⁴ Montana raises the age limit of the child affected from 17 to 18 to correspond to the amendment to the juvenile-court law, 1919 C 202 s 7.

⁵ *New Jersey*. 1919 C 34.

⁶ *Alabama*. 1919 No 146 ss 8 and 9.

⁷ *Alabama*. 1919 No 146 s 7.

¹⁰ *Idaho*. 1919 C 161 s 5.

⁸ *Idaho*. 1919 C 161 s 4.

¹¹ *Tennessee*. Private Acts 1919 C 558 s 8. City of Kingsport.

⁹ *Tennessee*. Private Acts 1919 C 558 s 7.

C. PRELIMINARY INVESTIGATION.

The Alabama statute¹ requires the juvenile court in counties of 150,000 or over to make an investigation of the case before serving summons.

D. CUSTODY AND CARE OF CHILD PENDING HEARING.

Alabama¹ prohibits in counties of 150,000 or over the detention of a dependent, neglected, or delinquent child in a jail or other place where criminals are confined, except in the case of a child transferred by the juvenile court to a regular criminal court. The delinquent child may be released on bail or on his own recognizance or may be left in the care of his parents, guardian, or probation officer. The judge of the juvenile court may arrange, with any incorporated or unincorporated society, for the temporary care of children before or during hearing. If such an arrangement is impossible, in the opinion of the judge, the statute requires the county authorities immediately to establish a suitable detention home.

Arizona² provides that the detention home, including appointment and removal of the person in charge, shall be under the control of the juvenile court.

Delaware³ provides that the judge of the juvenile court in Wilmington shall have power to appoint a matron for the detention home.

Missouri⁴ creates parole boards in counties of not less than 80,000 nor more than 500,000 which are given governing authority over the detention homes.

Tennessee⁵ prohibits in the city of Kingsport confinement in the county jail when avoidable and provides that a child taken into custody by the juvenile court may be admitted to bail, released without bail, or detained pending hearing in a place which the county court and board of mayor and aldermen of the city are required to provide, separately for white and for colored children. The judge may, however, arrange with a suitable society or individual for the temporary detention of children.

West Virginia⁶ requires the establishment of a detention home in counties of 40,000 or over.

IV. HEARING.**A. NATURE OF PROCEEDINGS.**

The nature of the proceedings in the juvenile court shall be explained to the child and his parents in counties of 150,000 or over in

¹ Alabama. 1919 No 146 s 8.

² Arizona. 1919 p 165 C 103 s 5.

³ Delaware. 1919 C 223.

⁴ Missouri. 1919 p 608 s 5 and 1919 p 611 s 5.

⁵ Tennessee. Private Acts 1919 C 558 ss 7, 12, and 13.

⁶ West Virginia. 1919 C 111 s 37.

Alabama.¹ The judge of the juvenile court in Kingsport, Tenn.,² may conduct the examination of witnesses without the aid of counsel and may inquire into the habits, surroundings, conditions, tendencies, and guardianship of the child.. In so far as practicable the child shall not be treated as a criminal but as misdirected, misguided, neglected, and needing aid and encouragement.

B. TIME AND PLACE.

Alabama³ provides that the hearing in counties of 150,000 or over may be held in chambers or in any other room provided and may be held in any place in the county which is convenient to the court and all parties involved.

Idaho⁴ provides for hearings in the cases of dependent children in any room in the courthouse and requires the hearing, so far as possible, to be separate from other business of the court.

Nebraska⁵ requires in counties of more than 50,000 a special room to be designated the "juvenile court room."

Connecticut's provision for hearings in chambers in cases of first prosecutions of children⁶ has been amended to include only children under 18 heard by the district court of Waterbury; courts of common pleas; town, city, borough, or police courts; and justices of the peace.

Tennessee⁷ requires the juvenile court in the city of Kingsport to be held in some room other than the regular court room.

C. PRIVACY.

Alabama,⁸ **Idaho**,⁹ and **Wisconsin**¹⁰ provide that all persons not directly interested in the case may be excluded from hearings in the juvenile court and that the court record may be withheld from public inspection except by special order of the court. **Maine**¹¹ provides for private hearings and closed records in the cases of boys between 8 and 16. **Idaho**¹² forbids also the publication of the name of a dependent child in the court's annual reports to the governor. **Tennessee**¹³ permits hearings "behind closed doors" if desired.

¹ *Alabama*. 1919 No 146 s 10.

² *Tennessee*. Private Acts 1919 C 559 s 9.

³ *Alabama*. 1919 No 146 s 11.

⁴ *Idaho*. 1919 C 161 s 9.

⁵ *Nebraska*. 1919 C 116 s 1.

⁶ *Connecticut*. 1919 C 110. Does not include offenses punishable by death or by imprisonment in the State prison.

⁷ *Tennessee*. Private Acts 1919 C 558 s 12.

⁸ *Alabama*. 1919 No 146 s 11. Counties of 150,000 or over.

⁹ *Idaho*. 1919 C 161 s 7. Applies to dependent children. Parents, guardians, or attorneys may examine record by special order of court.

¹⁰ *Wisconsin*. 1919 C 614 s 2.

¹¹ *Maine* 1919 C 58. Parents or guardians have access to records.

¹² *Idaho*. 1919 C 161 s 3.

¹³ *Tennessee*. Private Acts 1919 C 558 s 12. City of Kingsport.

2. Dependent children.

(a) *Probation*.—The Alabama statute applying to counties of 150,000 or over¹ provides for the probation of dependent and neglected children in their homes. Iowa² amends the provision of the juvenile court relating to probation to include dependent and neglected children.

(b) *Appointment of guardian*.—Idaho³ provides that a dependent or neglected child shall become the ward and be subject to the guardianship of the person, institution, or society to which it is committed, but that such guardianship shall not include control over the estate of the child.

(c) *Commitment*.—A dependent or neglected child in counties of 150,000 or over in Alabama⁴ may be committed in the same manner as a delinquent child.

Idaho⁴ provides for the commitment of dependent children to any suitable person, society, or institution in the State.

Missouri⁵ and Vermont⁶ prohibit the commitment of dependent or neglected children to the State industrial schools provided for delinquent children.

D. SPECIAL CARE FOR THE SICK AND THE FEEBLE-MINDED.

A child in need of medical care may be placed in a public or private hospital by order of the juvenile court in counties of 150,000 or over in Alabama.⁷ The expense of such care may be charged against the county.

E. PARENTAL DUTY OF SUPPORT.

The court in counties of 150,000 or over in Alabama⁸ may inquire into the financial ability of parents or guardians and may order payment for the care of any child under the juvenile-court law. Failure to comply constitutes contempt of court.

West Virginia⁹ provides for commitment of dependent or neglected children to the State board of childrens' guardians but retains provisions for commitment directly to institutions approved by the board.

¹ Alabama. 1919 No 146 s 10.

² Iowa. 1919 C 246.

³ Idaho. 1919 C 161 ss 8 and 12.

⁴ Idaho. 1919 C 161 s 8.

⁵ Missouri. 1919 p 186 s 42; 1919 p 189 s 56; 1919 p 191 s 26.

⁶ Vermont. 1919 No 207. (Except with approval of State board of charities and probation.)

⁷ Alabama. 1919 No 146 s 15.

⁸ Alabama. 1919 No 146 s 14.

⁹ West Virginia. 1919 C 110 ss 4 and 5.

VI. CONTINUING JURISDICTION AND RELATION OF COURT TO INSTITUTIONS IN WHICH CHILDREN ARE PLACED.

Alabama¹ provides for counties of 150,000 or over that probation officers or other agents of the court shall visit children placed in institutions or in the care of individuals or associations and that the court may change the order of commitment at any time. All agencies and institutions receiving children are required to give information to the court.

In New Mexico² the Girls' Welfare Board must obtain the approval of the court before paroling girls committed to its care.

The judge of the juvenile court of Kingsport, Tenn.,³ is given power to modify or revoke any order, release, parole, recommit, or bind any child to the criminal court at his discretion. He is also required to visit and inspect at least once a year all institutions to which children are committed and is authorized to examine witnesses and appoint referees for the purpose of obtaining any information concerning such institutions.

VII. ORGANIZATION OF THE COURT.

A. JUDGE.

1. Method of selection.

The judge of the juvenile court in counties of 150,000 or over in Alabama⁴ is appointed by the governor of the State, in counties of more than 50,000 in Nebraska⁵ by the associate district judges. The judge of the city court or any other person appointed by the board or mayor and aldermen in the city of Kingsport, Tenn.,⁶ may act as judge of the juvenile court.

2. Tenure.

In Alabama⁴ the judge is appointed for six years; in Nebraska⁷ for the term of the district judge.

3. Salary.

The salary of the judge of the juvenile court is \$3,000 in counties of 150,000 or over in Alabama;⁴ \$4,000 in Boston;⁸ and \$1,500 in addition to his salary as circuit judge in counties of less than 50,000 in Missouri.⁹ Wisconsin¹⁰ provides that the county board may make an annual appropriation for compensation for the additional services rendered by a juvenile-court judge.

4. Qualifications.

Alabama⁴ provides for counties of 150,000 or over that the judge of the juvenile court shall have been a citizen of the United States

¹ Alabama. 1919 No 146 ss 10 and 17.

² New Mexico. 1919 C 86 s 2.

³ Tennessee. Private Acts 1919 C 558 ss 9 and 14

⁴ Alabama. 1919 No 146 s 6.

⁵ Nebraska. 1919 C 116 s 1.

⁶ Tennessee. Private Acts 1919 No 146 s 2.

⁷ Nebraska. 1919 C 116 s 1.

⁸ Massachusetts. 1919 C 255.

⁹ Missouri. 1919 p 273.

¹⁰ Wisconsin. 1919 C 618.

and of the county for three years; learned in the law; at least 30 years of age; of high moral character; clean life; and especially fit by training, education, and experience to deal with dependent, neglected, and delinquent children.

B. PROBATION OFFICERS.

1. Appointment.

Provision is made for the appointment of probation officers in counties of 150,000 or over in Alabama¹ by the juvenile-court judge on the recommendation of the advisory board, in Vanderburgh County in Indiana² by the probate judge, and in counties of 200,000 in Oregon³ by the court of domestic relations with the approval of the State child-welfare commission. Delaware⁴ provides that the chief justice and associate justices of the State may appoint a probation officer in each county.

2. Number and salary.

A number of States have made changes in legal provisions regarding the number and the salary of probation officers. Alabama¹ provides for a chief probation officer and such others as the judge deems necessary in counties of 150,000 or over. California⁵ reduces the number of probation officers for counties or cities and counties of the second class from a chief and 10 assistants to a chief and 9 assistants. Indiana⁶ requires the appointment of at least one officer in counties of less than 100,000, at least three in larger counties, and permits in addition the appointment of two regular officers in counties of 50,000 and under 100,000, and one or more special officers in counties of 25,000 and less than 100,000. Nebraska⁷ provides for the appointment of four probation officers in counties of more than 100,000, three in counties of 50,000 or more, and one in counties of less than 50,000. In counties of less than 20,000 the sheriff may perform the duties of probation officer, unless the board of supervisors or county commissioners authorize the appointment and payment of a probation officer. Oregon⁸ provides for a chief probation officer and as many subordinates as the judge of the court of domestic relations in counties of 200,000 or more considers necessary. New Jersey⁹ provides that the judge of the juvenile court in counties of the first class may appoint four persons as officers or attendants of the court and that their salaries shall be in accordance with the schedule established by the State civil service commission. Tennessee¹⁰ requires the judge of the juvenile court to appoint one male probation officer and authorizes the appointment of as many assist-

¹ Alabama. 1919 No 146 s 17.

² Indiana. 1919 C 99 s 25.

³ Oregon. 1919 C 296 s 1.

⁴ Delaware. 1919 C 222.

⁵ California. 1919 C 631.

⁶ Indiana. 1919 C 222 s 1.

⁷ Nebraska. 1919 C 117 s 1; 1919 C 132.

⁸ Oregon. 1919 C 296.

⁹ New Jersey. 1919 C 240.

¹⁰ Tennessee. Private Acts 1919 C 558 s 4.

ants as necessary. West Virginia¹ makes compulsory the appointment of two probation officers in counties of less than 40,000.

Alabama² provides a maximum payment of \$1,800 for the chief and \$1,200 for the assistant probation officers in counties of 150,000 or over. Arizona³ provides for a salary of not over \$150 a month for the chief probation officer. California⁴ provides \$250 a month for the chief, \$200 for one assistant, and \$140 for other assistant officers in counties of the second class. Delaware⁵ provides that the salary of the probation officer may be fixed by the court but shall not exceed \$1,800 in New Castle County and \$1,200 in Kent and Sussex Counties. In the city of Wilmington⁶ the salary of one woman probation officer is raised from \$800 to \$1,000, of the other two women officers from \$800 to \$900, and of the chief probation officer from \$1,200 to \$2,000. Indiana⁷ provides for \$1,500 for the chief, \$1,200 for the assistant, and \$1,100 for additional officers in counties of 100,000 or more, \$4 per day in counties of 25,000 and under 100,000, and \$3 per day in smaller counties. Iowa⁸ provides that in counties of 35,000 or over four probation officers may be paid salaries not exceeding \$125 per month. Minnesota⁹ increases the salaries of probation officers in counties of 150,000 and under 200,000 from \$1,800 to \$2,400; and in counties of 200,000 and not over 300,000 from \$2,000 to \$2,300 for the chief, and from \$900, \$1,200, and \$1,500 to \$1,000, \$1,380, and \$1,800 for deputies and assistants. Missouri¹⁰ by a reclassification raises the salaries of probation officers in counties of 90,000 and less than 100,000 from \$1,000 to \$1,500 and reduces those in counties of 100,000 and less than 110,000 from \$2,000 to \$1,500. Montana¹¹ increases the salary of the chief officer from \$1,800 to \$2,400, the assistants from \$1,200 to \$1,500. Nebraska¹² raises the salaries in counties of over 100,000 from \$1,800 for the chief and \$1,200 for the assistant to \$2,000 and \$1,500, respectively. Oregon¹³ provides for a salary not to exceed \$2,000 for the chief probation officer in counties of 200,000 or more. The salary of assistant officers is left to the discretion of the county commissioner. Tennessee¹⁴ provides that probation officers of the juvenile court of Kingsport shall serve without compensation. Texas¹⁵ provides for counties of 35,000 and less than 75,000 and containing a city of 29,000 one probation officer who may receive \$2,400; for other counties of less than 75,000 one officer who may be paid not over \$1,200; and for counties of more than 75,000 at least

¹ *West Virginia*. 1919 C 111 s 6.

² *Alabama*. 1919 No 146 s 17.

³ *Arizona*. 1919 p 165 C 103 s 1.

⁴ *California*. 1919 C 631.

⁵ *Delaware*. 1919 C 222.

⁶ *Delaware*. 1919 C 223.

⁷ *Indiana*. 1919 C 222 s 1.

⁸ *Iowa*. 1919 C 41.

⁹ *Minnesota*. 1919 C 350.

¹⁰ *Missouri*. 1919 p 275.

¹¹ *Montana*. 1919 C 202.

¹² *Nebraska*. 1919 C 117 s 1; 1919 C 132.

¹³ *Oregon*. 1919 C 296.

¹⁴ *Tennessee*. Private Acts 1919 C 558.

¹⁵ *Texas*. 1919 C 51 s 1.

two officers, the chief to receive not over \$2,400. Additional officers may be paid upon vote of the county commissioner's court. West Virginia¹ raises the salaries of probation officers in all counties from \$600 to \$1,200.

3. Powers and duties.

Probation officers appointed by the juvenile court in counties of 150,000 or over in Alabama² have the powers of sheriffs and police officers and may serve process and make arrests. Delaware³ gives probation officers all the powers of constable and requires them to make investigations when directed by the court and to keep suitable books and records. Tennessee⁴ provides that probation officers in the city of Kingsport shall have the powers of peace officers, shall serve citations of the court, investigate all cases, take charge of children before hearing, and visit the homes of children under the jurisdiction of the court. Any peace officer, that is, any policeman, the sheriff or deputies; or the constable, may perform the same duties in connection with the juvenile court.

C. ADVISORY, SUPERVISORY, OR ADMINISTRATIVE BOARD.

Alabama⁵ provides that the judge of the juvenile court in counties of 150,000 or over may appoint an advisory board of five members to advise and cooperate in the appointment of probation officers and in all other matters arising under the juvenile-court law, to visit institutions and associations receiving children committed by the court, and to report to the public concerning the work of the court.

Arizona⁶ provides for the appointment by the court of a board of three persons to make monthly inspections and reports to the court as to the condition of the detention home.

Nevada⁷ provides for the appointment by the court of a probation committee to report on other than State institutions and to have control over the internal affairs of the detention home.

D. RECORDS AND REPORTS.

Alabama⁸ provides that the court may determine the form and character of its records in counties of 150,000 or over. Arizona⁹ requires a record which shall include the names of the child and parents, age, birthplace, and other information which has been obtained. Idaho¹⁰ and Nebraska¹¹ require a record to be kept of the cases of dependent children. Idaho¹² provides for an annual

¹ West Virginia. 1919 C 111 s 6.

² Alabama. 1919 No 146 s 17.

³ Delaware. 1919 C 222.

⁴ Tennessee. Private Acts 1919 C 558 s 4.

⁵ Alabama. 1919 No 146 s 18.

⁶ Arizona. 1919 p 165 C 103.

⁷ Nevada. 1919 C 24.

⁸ Alabama. 1919 No 146 s 24.

⁹ Arizona. 1919 p 165 C 103.

¹⁰ Idaho. 1919 C 161 s 3.

¹¹ Nebraska. 1919 C 190 s 2.

¹² Idaho. 1919 C 161 s 3.

report to the governor, and Nebraska¹ requires a monthly report to the State department of public welfare in the case of dependent children. Tennessee² provides that the juvenile court of the city of Kingsport shall be a court of record and that the city judge or city recorder shall keep a minute record of proceedings.

VIII. CONSTRUCTION AND PURPOSE OF THE LAW.

Alabama³ provides for a liberal construction of the statute applying to counties of 150,000 or over in order to accomplish its beneficial purpose.

Idaho⁴ provides that the act applying to dependent children shall be liberally construed that the care shall approximate that which should be given by parents.

Tennessee⁵ provides that the act applying to the city of Kingsport shall be construed liberally and as remedial in character.

¹ *Nebraska*. 1919 C 190 s 2.

² *Tennessee*. Private Acts 1919 C 558.

³ *Alabama*. 1919 No 146 s 28.

⁴ *Idaho*. 1919 C 161 s 21.

⁵ *Tennessee*. Private Acts 1919 C 558 s 3.

LIST OF AMENDMENTS, BY STATES.

Alabama:

General Laws 1919 No 146. (Applies to counties of 150,000 or over. Supersedes Local Acts 1915 No 361.)

Arizona:

1919 p 165 C 103. (To increase the efficiency of juvenile courts.)

California:

1919 C 55 amending Penal Code s 777. (Jurisdiction of offenses.)

1919 C 293 amending 1915 C 631 s 11 as amended 1917 C 627 and C 634.

1919 C 359 amending 1915 C 631 s 13 as amended 1917 C 627 and C 634.

1919 C 631 amending 1915 C 631 s 19b as amended 1917 C 627 and C 634.

Connecticut:

1919 C 110 amending General Statutes 1918 s 1856.

Delaware:

1919 C 222 amending Revised Code 1915 ss 3816, 3817, and 3818.

1919 C 223 amending Revised Code 1915 s 3833 as amended 1917 C 252 and adding s 3833 A.

Idaho:

1919 C 161 repealing 1909 p 38 No 267 as amended 1911 C 185 and C 193.

Indiana:

1919 C 76. (Compensation for care of dependent children.)

1919 C 99. (Creating probate court of Vanderburgh County and conferring juvenile-court jurisdiction.)

1919 C 171 amending Burns' Annotated Statutes s 10004.

1919 C 222 amending Burns' Annotated Statutes 1914 s 1631.

Iowa:

1919 C 12 amending Supplement to the Code 1913 s 254-a20.

1919 C 41 amending Supplement to the Code 1913 s 254-a18.

1919 C 165. (Establishing State home for children.)

1919 C 246 amending Supplement to the Code 1913 s 254-a23.

Kansas:

1919 C 211 amending General Statutes 1915 s 3098.

Maine:

1919 C 58 adding s 3 to Revised Statutes 1916 C 144.

1919 C 76 amending Revised Statutes 1916 C 137 s 10 as amended 1917 C 203; also amending C 137 s 19.

Massachusetts:

1919 C 255. (Establishing salary of judge of Boston juvenile court.)

Michigan:

1919 No 365 amending Compiled Laws 1915 s 2023.

Minnesota:

1919 C 304 s 9 amending General Statutes 1913 s 235.

1919 C 333 amending 1917 C 223 s 6 and repealing General Statutes 1913 ss 7197, 7198, and 7199.

1919 C 350 amending General Statutes 1913 s 9390.

Missouri:

1919 p 186 amending 1917 p 155 ss 39, 40, 42, and 49.

1919 p 188 supplementing 1917 p 155.

1919 p 189 repealing 1917 p 150.

1919 p 189 amending 1917 p 155 ss 55, 56, and 58.

1919 p 191 amending 1917 p 155 ss 22, 23, 26, and 33.

1919 p 195 amending Revised Statutes 1909 s 1495.

1919 p 197 amending 1917 p 155 ss 32, 47, and 61.

1919 p 199 repealing 1917 p 155 ss 24, and 25.

1919 p 201 repealing 1913 p 148.

1919 p 273. (Salary of judges.)

1919 p 275 amending 1911 p 177 s 11.

1919 p 608. (Board of paroles in counties 80,000-200,000.)

1919 p 611. (Board of paroles in counties 200,000-500,000.)

Montana:

1919 C 202 amending 1911 C 122 ss 1, 2, 5, 6, 10, and 18 and 1911 C 122 s 14 as amended 1915 C 52.

Nebraska:

1919 C 116 amending Revised Statutes 1913 s 1246.

1919 C 117 amending Revised Statutes 1913 s 1249 as amended 1915 C 24 and 1917 C 24.

1919 C 132 amending Revised Statutes 1913 s 9145 as amended 1915 C 168.

1919 C 190. (Placing dependent and neglected children.)

Nevada:

1919 C 24 amending Revised Laws 1912 s 734 as amended 1917 C 63.

New Jersey:

1919 C 34 amending 1915 C 224. (School attendance.)

1919 C 179 amending 1915 C 118. (Mothers' pensions.)

1919 C 240 amending 1912 C 353 s 20. (Probation officers.)

New Mexico:

1919 C 86. (Girls' welfare board.)

New York:

1919 C 416 amending Consolidated Laws 1909 C 40 (Penal) art 196 s 2184 as amended 1913 C 607.

Oregon:

1919 C 128 amending 1913 C 342 s 13 as amended 1915 C 243 s 1.
(State training school.)

1919 C 296 amending Lord's Oregon Laws 1910 s 4407 as amended 1915 C 147. (Court of Domestic Relations in counties of 200,000 or more.)

1919 C 388 amending Lord's Oregon Laws 1910 s 4412 as amended 1913 C 249. (Probation officers.)

Pennsylvania:

1919 p 445 amending 1903 p 274 s 6 as amended 1915 p 304.

Tennessee:

Private Acts 1919 C 558. (City of Kingsport.)

Texas:

1919 (Second Called Session) C 51 amending Code of Criminal Procedure 1911 art 1202 as amended 1913 C 112 s 8 and 1919 (Regular Session) C 91.

Vermont:

1919 No 204 amending General Laws 1917 s 7299.

1919 No 206. (Dependent children.)

1919 No 207. (Dependent children.)

West Virginia:

1919 C 46. (County home in Marion County.)

1919 C 110 amending Barnes' Code 1918 C 15 J.

1919 C 111 amending 1915 C 70 as amended 1917 C 63.

Wisconsin:

1919 C 30 amending Statutes 1915 ss 4725a, 4734a, 4734b, 4734c, 4734g, 4734j, and 4734k.

1919 C 614 amending Statutes 1915 ss 561j-13m, 573, 573-1, 573-2, 573-3, 573-4, 573-5, 573-6, 573-7, 573-8, 573-9, 573-10, 573a, 573aa, 573ab, 573c, 573d, 573f, 573g, 573h, 697-2 to 697-7, 697-9, 697-10, 697-18 to 697-24, 697-26 to 697-31, 1527, 1543, 1547, 2344a, 4961, 4962, 4963, 4966, 4967, 4968, 4970, 1907 C 447 s 1, and 1903 C 447 ss 2 and 4 as amended 1907 C 186 and repealing Statutes 1915 ss 573e, 573i, 1544, 1545, 1546a, 1547, 4556A, 4965, 4970-1, 4970-2, 4970-3, 4970-5, 4970-6.

1919 C 618.

Wyoming:

1919 C 119 amending Compiled Statutes 1910 s 3128 and 1915 C 99 s 2.

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